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ABSTRACT

These four issues of "Trustee Quarterly" focus on current topics affecting community college trustees. Issue 1 focuses on the learning revolution and serves as a guide for community college trustees. It offers the following feature articles by Terry O'Banion: "Education Reform: Two Waves," "The Second Wave and the Community College," "The House that Carnegie Built," "Launching the Learning Revolution," "The Learning College," and "The Role of the Board of Trustees." Issue 2 features "Focus on Mission Brings Canadian Colleges Through Funding Crisis," and "Making Policy that Makes a Difference," (Cindra J. Smith and Jim Lussier). Issue 3 presents "Women Administrators in Community Colleges: Confronting the Glass Ceiling" (Rosemary Gillet-Karam, Kathryn Baker Smith, Johnnie Simpson); "The Nation's Community Colleges Are in Good Hands" (George B. Vaughan, Iris Weisman); and "Living in Detail and Brushing up Your Shakespeare: Simple Steps for Building Successful Presidencies" (Daniel J. LaVista). Issue 4 focuses on advocacy for access, with "Building Public Support Through the Media," (Carol Ann Kell); "Community College Advocacy: Strategies That Work" (Ann M. Garten); and "Advocating for Student Financial Assistance: The Key to Enhancing Access" (J. Noah Brown, Stephanie Giesecke). (YKH)

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Trustee Quarterly
Issues 1-4, 1997

Sally Hutchins
Editor

Association of Community College Trustees

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THE LEARNING REVOLUTION

A GUIDE FOR COMMUNITY COLLEGE TRUSTEES

TRUSTEE QUARTERLY
ISSUE 1, 1997

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Issue 1, 1997

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THE LEARNING REVOLUTION

A GUIDE FOR COMMUNITY COLLEGE TRUSTEES

Terry O'Banion

There is a great deal of conversation these days about "the learning revolution," "learning communities," and "learning colleges." As a philosophy—a strategy—the concept addresses many of the issues confronting community college trustees and presidents today.

The principles guiding this learner-centered reform movement hold promise for coping with the complex and often interrelated issues of maintaining access and equity—while the scope and range of community/student needs grows—in an increasingly pluralistic, cost-conscious, high-tech environment. The resulting change will be dramatic and difficult and will require well-informed, committed leadership.

A project of the ACCT Trust Fund, this special issue of the Trustee Quarterly, *written by Terry O'Banion, an advocate and leader of the learning revolution, will provide boards with the background to begin assessing the "fit" of this concept with their own communities and institutions and the steps they can take to further the revolution.*

—Ray Taylor
ACCT President

A revolution in learning is spreading rapidly across the higher education landscape. In 1994, the cover of *Business Week* declared a learning revolution in progress; in 1995 a special section in *Time* announced a rapidly developing learning revolution. Throughout 1997, and for the remaining few years of this century, "The Learning Revolution" will continue to be a leading theme of articles, books, conferences, commissions, and studies in education.

This current revolution in education is part of a larger social transformation. Peter Drucker, in *Managing for the Future*, succinctly captures this special period of change: "Every few hundred years throughout Western history, a sharp transformation has occurred. In a matter of decades, society all together rearranges itself—its world view, its basic values, its social and political structures, its arts, its key institutions. Fifty years later a new world exists... Our age is such a period of transformation" (1992, p.95). The learning revolution, "in a matter of decades," will fundamentally change the education enterprise. The revolution was triggered by the first wave of education reform launched in the early 1980s and found its central theme in the second wave of education reform launched in the early 1990s. Substantive change is already beginning to appear in higher education, especially community colleges—ideal crucibles for the learning revolution.

Terry O'Banion is executive director of the League for Innovation in the Community College.

Education Reform: Two Waves

The First Wave

On August 26, 1981, Secretary of Education T.H. Bell created the National Commission on Excellence and Education in response to "the widespread public perception that something is seriously remiss in our educational system" (National Commission on Excellence in Education, 1983, p.1).

The Commission examined patterns of courses high school students took from 1964–1969 and compared those course patterns with courses students took from 1976–1981. They were alarmed at the findings:

- The proportion of students taking "general track" or a cafeteria-style curriculum increased from 12 percent in 1962 to 42 percent in 1979.
- In 1979, only 31 percent of high school graduates completed intermediate algebra, 13 percent French I, 16 percent geography, and 6 percent calculus.
- A 1980 national survey of high school diploma requirements revealed that only eight states required high schools to offer foreign languages, but none required students to take the courses.
- Thirty-five states required only one year of mathematics, and 36 required only one year of science for a high school diploma. (*Ibid.*, pp.18–20.)

After 18 months of study, the Commission shared its report, *A Nation at Risk*, as "An Open Letter to the American People" and took a bold position:

> Our nation is at risk. Our once unchallenged preeminence in commerce, industry, science and technological innovation is being overtaken by competitors throughout the world... We report to the American people that while we can take justifiable pride in what our schools and colleges have historically accomplished and contributed to the United States and the well-being of its people, the educational foundations of our society are presently being eroded by a rising tide of mediocrity that threatens our very future as a nation and as a people. (*Ibid.*, p. 5).

The phrase "a rising tide of mediocrity" appeared as the headline in hundreds of newspapers all across the country calling attention to the deteriorating state of education. The Commission suggested further that education in the United States was so poor that "if an unfriendly foreign force had attempted to impose on America the mediocre educational performance that exists today, we might well have viewed it as an act of war... We have, in effect, been committing an act of unthinking unilateral educational disarmament" (*Ibid.*, p. 5).

"The failure of this well-intentioned, well-executed movement toward reform summons us to think the unthinkable: we can no longer improve the education of our children by improving school as we know it. The time has come to recognize that school is not the solution. It is the problem"

A Nation at Risk triggered one of the most massive reform movements in the history of education in the United States. Throughout the rest of the decade of the 1980s, reform efforts were intensified at national, state, and local levels with leadership from governors, state legislators, state and national educational leaders, foundations and education organizations, and individual principals, presidents, and faculty leaders. In the decade between 1982 and 1991, after adjusting for inflation, funding for K–12 schools increased by $57.2 billion, or more than 50 percent, as an expression of the commitment to reform. Per-pupil spending increased an average $1,250, or 30 percent, above the level required to keep pace with inflation. (Augenblick et al, 1993). As part of reform efforts, every state raised requirements for high school graduation. Many states increased standards for teachers and expanded state assessment programs.

Over 100 national and over 300 state task force and commission reports were created during the 1980s with specific recommendations for education reform. This first wave of educational reform culminated in the National Education Goals created by the nation's governors in 1989 and later recast as Goals 2000 by the Clinton administration. The reform efforts triggered by *A Nation at Risk* were now set as part of national policy with support from the states.

In the early 1990s, the reform efforts of the 1980s began to be analyzed. The outcomes of the analyses have been dramatic, but not in the ways that reformers had hoped. In a review of *A Nation at Risk*, George Leonard commented, "The painful truth is that despite the spotlight on schooling and the stern pronouncements of educators, governors, and presi-

dents, despite the frantic test preparation in classrooms all over the country and the increased funding, school achievement has remained essentially flat over the past two decades" (1992 p. 26). Daggett analyzed the changing world of work in an unchanging world of education and concluded, "Despite ten years of school reform, high school graduates in 1991 are less prepared for society in general, and the work place in particular than were graduates of the 1980s" (1992, p. 3). The chairman and CEO of IBM, Louis V. Gerstner, Jr., in a speech to the National Governor's Association, reported in *USA Today*, also keyed off *A Nation at Risk* by asking, "What's happened since? Lots of hand-wringing; lots of speeches; lots of reports; but little improvement. U.S. students still finish at, or near, the bottom on international tests in math and science" (*USA Today*, p. 9A).

Several leading critics suggested the time had come to abandon the schools. Leonard concluded that "The failure of this well-intentioned, well-executed movement toward reform summons us to think the unthinkable: we can no longer improve the education of our children by improving school as we know it. The time has come to recognize that school is not the solution. It is the problem" (1992, p. 26). More pointedly, Lewis J. Perelman observed: "So contrary to what the reformers have been claiming, the central failure of our education system is not inadequacy but excess: our economy is being crippled by too much spending on too much schooling... The principal barrier to economic progress today is a mind-set that seeks to perfect education when it needs only to be abandoned" (1992, p. 24).

There are some indications, however slight, that reform efforts since 1983 have contributed to improving schools. The overwhelming perception, however, of the public, leading critics, business executives, policymakers, and educators themselves is that the reform effort launched by *A Nation at Risk* in 1983 has been a spectacular failure.

In retrospect, the primary problem of education reform triggered by *A Nation at Risk* is that solutions were proposed as add-ons or modifications to the current system of education. It is now clear that tweaking the current system by adding on the *innovation du jour* is not sufficient for substantive change. Fixing what is broken by repairing the pieces or grafting on a prosthetic technology will not address core issues. "The reform movement of the past decade has been nothing more than trimming the branches of a dying tree" (O'Banion, 1995, p. 1).

The Second Wave

The early 1990s was a time of realignment for the education reform movement. There was growing recognition that tweaking the established system of education by adding on new programs or reorganizing existing programs would not create an educational enterprise capable of addressing the increasingly complex issues developing in American society. A second wave of education reform sounded a new theme that would give the learning revolution a powerful engine for bringing about substantive change in American education.

The second wave of education reform erupted in numerous national reports and pronouncements. A 1993 report *An American Imperative: Higher Expectations for Higher Education*, issued exactly ten years after *A Nation at Risk*, addressed many of the same problems but suggested a different solution that would make the learning revolution possible.

Interestingly enough, the 1993 report echoed the alarms of the 1983 report:

> A disturbing and dangerous mismatch exists between what American society needs of higher education and what it is receiving. Nowhere is the mismatch more dangerous than in the quality of undergraduate preparation provided on many campuses. The American imperative for the 21st century is that society must hold higher education to much higher expectations or risk national decline. (Wingspread Group on Higher Education, p. 1).

The 1993 Commission cited outcomes of several major studies to illustrate the deteriorating state of education just as the 1983 Commission had done:

- Of recent bachelor's degree recipients in a 1992 analysis of college transcripts by the U.S. Department of Education, it was discovered that 26 percent did not earn a single credit in history; 31 percent did not study mathematics of any kind; and 58 percent left college without any exposure to a foreign language.
- In a 1993 National Adult Literacy Survey, the largest effort of its type ever attempted, the Educational Testing Service reported that only about one-half of four-year graduates were able to demonstrate intermediate levels of competence in reading and interpreting prose such as newspaper articles, working with documents such as bus schedules, and using elementary arithmetic to solve problems involving costs of meals in restaurants.
- In a comment on the survey by the Educational Testing Service, the Commission reported, "We note with concern that the 1993

survey findings reflect a statistically significant decline from those of an earlier survey conducted in 1985." (*Ibid.*, pp. 5–6).

Reflecting other themes addressed by the 1983 report, the 1993 report also raised the specter of competition from abroad. "Education is in trouble, and with it our nation's hope for the future. America's ability to compete in a global economy is threatened… The capacity for the United States to shoulder its responsibilities on the world stage is at risk" (*Ibid.*, p. 1).

Although both the 1983 and 1993 reports sounded similar alarms, the 1993 report differed dramatically in its proposed solutions to the problems. The 1993 report indicated that if American education is to be transformed, what is needed is "a seamless system that can produce and support a nation of learners, providing access to educational services for learners as they need them, when they need them and wherever they need them" (*Ibid.*, p. 19).

Putting student learning first became the central theme of the second wave of education reform and gave focus to a potent perspective for the learning revolution. The learning revolution suggests a new way of thinking about education, a new way of thinking that places learners first. Many leaders and organizations have held this vision for decades, but in the early 1990s, "placing learning and the learner first" became the universal cry of commissions, professional organizations, business leaders, policymakers, and, increasingly, educators from every sector of the educational landscape.

If American education is to be transformed, what is needed is "a seamless system that can produce and support a nation of learners, providing access to educational services for learners as they need them, when they need them and wherever they need them."

In 1994, the year following the publication of *An American Imperative*, three prestigious groups declared their commitment to placing learning first. The Education Commission of the States noted that "Nationwide, political, civic, and business leaders are pressing state governments and local school districts for radical alternatives to current operations" (Armajani, et al, 1994) and issued a report *A Model for the Reinvented Higher Education System: State Policy and College Learning*. The Committee for Economic Development, a private research and educational organization of 250 trustees from top business and major universities, issued a report titled *Putting Learning First: Governing and Managing the Schools for High Achievement*. The report strongly recommended "First and above all state clearly that learning is the fundamental goal of schools" (1994, p. 3). The National Policy Board on Higher Education Institutional Accreditation (NPB) recognized that accreditation must extend beyond evaluating resources, processes, governance, institutional objectives, and institutional missions. The report suggested that for accreditation to be effective in the future it was necessary "to elevate the importance of student learning" and recommended that "core standards should emphasize student learning" (*Independence, Accreditation, and the Public Interest*, 1994, p. 17).

The Association of American Colleges and Universities (AACU), has been the champion of liberal learning for decades, encouraging its member institutions and all of higher education to ensure that liberal learning forms the core of undergraduate education. It is further testimony to the importance of the emerging focus on learning when the AACU in 1995 distributed a paper "The Direction of Educational Change: Putting Learning at the Center."

In 1996, a number of national statements continued to emerge from prestigious commissions and groups. The Western Governor's Association created its own *virtual university*, the focus of which is to make learning more accessible to learners. Utah Governor, Mike Leavitt, commenting at the ceremony announcing the *virtual university*, observed, "There was a time when if you wanted a college education you went to a college campus because that's where the professors and information were, but technology is changing all of that. Education no longer has to be bound by place. In the Knowledge Age, the knowledge will go where the people are" (Media Advisory, 1996, p. 1). Also in 1996 the American Council on Education released *Guiding Principles for Distance Learning in a Learning Society*, a document bursting with the language of "learners and learning providers." A number of the key principles developed in the context of distance learning in the ACE document strongly affirm the new emphasis on placing learning first:

- The diversity of learners, learning needs, learning contexts, and modes of learning must be recognized if the learning activities are to achieve their goals.
- The learning experience is organized over the time, place, and pace of instruction.
- The development of a learning society may require significant changes in the roles, responsibilities, and activities of provider organizations and personnel as well as of the learners themselves. (1996, pp. 3–4)

These are only a few illustrations of the growing emphasis on learning that is characteristic of the second wave of education reform. As other organizations, agencies, and individuals join the learning revolution, new statements with guidelines and principles on placing learning first will increase. ■

The Second Wave and the Community College

The second wave of education reform that places learning first is ideally suited for the character and culture of the community college. Community colleges have always been student-centered institutions, and there has been a groundswell of interest in recent years in transforming community colleges into even more learner-centered institutions. Myran, Zeiss, and Howdyshell provide an elegant framework for this more visible perspective on the centrality of learning in the community college:

> There is something magical about the year 2000. We hear, as you do, the siren call of new beginnings and new possibilities. We feel we are entering a period of profound and fundamental change for community colleges, the most sweeping period since the 1960s. Then, we transformed campus-based colleges into community-based colleges; today we are becoming learner-based colleges. As we enter the new century, we will combine the forces of learner-based and community-based education to shape a powerful new definition of the community college (*Preface*, 1995).

George Boggs and Robert Barr of Palomar College in California were among the earliest community college advocates of a new emphasis on learning. They have been leaders in transforming their own institution and in advocating change through numerous speeches to community college groups across the nation. Boggs notes, "The mission is student learning. The most important people in the institution are the learners. Everyone else is there to facilitate and support student learning" (1993, p. 2). Barr and Tagg make much the same point: "In the Learning Paradigm the mission of the college is to produce learning" (1995, p. 15). A trustee of the San Diego Community College District, Fred Colby, has noted the difficult challenges facing community colleges and remarked, "To meet the challenge, we must develop new instructional methodologies which focus on learning" (1995, p. 4).

Other individual leaders in the community college have also articulated some of the features of the new emphasis on learning. In a wide-ranging review of forces impacting on the community college, Paul Elsner, Chancellor of the Maricopa Community Colleges, raised a number of key questions:

> How can the faculty facilitate the actual rhythms of learning, verification, expansion, and conceptualization? Is this an elusive process even when we witness it in our own labs and classrooms? Will technology drive a formidable learning paradigm that will eclipse all traditional learning? Will students discover their own navigational route to such learning processes and live outside and on the edges of our traditional colleges? (1993, p. 26).

Many of these individual perceptions have coalesced in a basic agenda for the California Community Colleges. The agenda is the major policy-setting document of the Board of Governors of the California Community Colleges. It is designed to provide direction to the chancellor and staff in the areas of legislation, budget, and work plans. A number of documents have been updated over the past five years culminating in *The New Basic Agenda: Policy Directions for Student Success* (1995). In this key document that will influence the 107 community colleges in California for some time in the future, the focus on student learning is clear and unequivocal:

> Student learning is essential to the social and economic development of multicultural California. Consequently, the Board of Governors' policy directions for the community college are based on improving student learning. To focus on successful learning, the Board proposes that *The New Basic Agenda* include ways for colleges to (a) help all students determine their educational needs; (b) adapt to the rapidly changing demographic, economic, and social conditions of California so that the educational services colleges provide are relevant and timely; and (c) manage and deliver these services, and monitor their results in the most effective way possible (p. 2).

The second wave of education reform provided a clear perspective for the learning revolution: learners and their needs must determine how, when, and where learning is provided. Before the learning revolution can succeed, however, there are formidable barriers to overcome, not the least of which are embedded in the historical architecture of education. ■

The House That Carnegie Built

The "Carnegie unit" is a metaphor for a vast array of traditional structural elements that have provided the framework for American schooling for generations of students—a framework that is the primary target of the learning revolution. The "Carnegie unit" is equivalent to one credit students receive for a year-long course in high school, an early attempt to codify accumulated learning in order to communicate the amount of learning received. Ideally, students earn five credits in each of the last four years of high school, and the accumulated 20 credits earn them a high school diploma.

The "Carnegie unit" is but the tip of a very large iceberg that has frozen education into a structure created for an earlier social order. The current architecture of education was created at the end of the last century when 90 percent of the population left school after the eighth grade and when the industrial revolution began to replace an economy built on agriculture.

In an agricultural society students were needed by their families to work on the farms. Schools were designed to end in the middle of the afternoon so that students could be home before dark to milk the cows, gather the eggs, and feed the hogs. Summers were set aside for major farm chores: harvesting crops, tilling new land, building barns, and repairing tools and fences. In Plant City, Florida, a major strawberry-producing center, the schools, as late as the 1940s, were referred to as "strawberry schools" in recognition of their adaptation to an agricultural economy. "Everyone recognizes it [the academic calendar] for what it is: a relic of an agrarian society in which all able-bodied men and women were needed in the fields at certain times of the year" (Lovett, 1995, p. B1).

When the nation changed from an agricultural to an industrial economy, the old school structure remained but was updated and streamlined to fit the new industrial model. "Scientific management" and hierarchical organization, the bedrock principles of bureaucracy, were introduced in the schools, in part to socialize youth in the virtues of order and discipline. More importantly, the modern factory, pioneered by Henry Ford in the production of automobiles, appeared ideally suited to schooling that up to this point had flourished in the cottage industry of one-room schoolhouses. Schools could be operated like factories with students as products moving through an assembly line. Teachers were the workers who turned out the products, and they were in turn managed by principals and presidents, the management bureaucracy.

Reformers have been consistent in their criticism of the constraints on learning reflected in the industrial model of schooling. John Dewey, an earlier reformer, said, "Nature has not adapted the young animal to the narrow desk, the crowded curriculum, the silent absorption of complicated facts" (Dewey and Dewey, p. 15). K. Patricia Cross, a leading advocate for educational reform throughout her career observed over 20 years ago, "After some two decades of trying to find answers to the question of how to provide education for all the people, I have concluded that our commitment to the lock-step, time-defined structures of education stands in the way of lasting progress" (1976, p. 171). More recently, Toffler (1995) has noted that "America's schools ... still operate like factories, subjecting the raw material (children) to standardized instruction and routine inspection" (p. 13).

Today this inherited architecture of education places great limits on a system struggling to redefine itself. The school system, from kindergarten through graduate school, is time-bound, place-bound, efficiency-bound, and role-bound. (See chart below.) As part of the second wave of education reform there is almost universal agreement that these bonds must be broken if the schools are to be redesigned and reengineered to place learning first. "Putting learning at the heart of the academic enterprise will mean overhauling the conceptual, procedural, curricular, and other architecture of postsecondary education on most campuses" (Wingspread Group on Higher Education, p. 14). There are many other factors, of course, that must change if the schools are to be transformed, but the transformation of the structural elements is essential, and changes in the historical structure will provide highly visible testimony to changes in policy, governance, funding, mission, and values.

Structural/Traditional Limits on Education

Time-Bound	Place-Bound
▪ class hours	▪ campus
▪ semester course	▪ classroom
▪ school year	▪ library
Efficiency-Bound	**Role-Bound**
▪ linear/sequential	▪ expert
▪ ADA/FTE	▪ lecture
▪ credit/grade	▪ sole judge

Time-Bound

"Hurry up, the bell's going to ring." Every teacher who has ever lived knows full well the tyranny of time forced on the system by the creation of the "class hour." "Unyielding and relentless, the time available in a uniform six-hour day and a 180-day year is the unacknowledged design flaw in American education. By relying on time as the metric for school organization and curriculum, we have built the learning enterprise on a foundation of sand" (National Education Commission on Time and Learning, p. 8).

Herding groups of students through one-hour sessions daily in high schools and three days a week in college, flies in the face of everything known about how learning occurs. No one believes that 30 different students arrive at the appointed hour ready to learn in the same way, on the same schedule, all in rhythm with each other.

Recognizing that the schools suffer from a time-bound mentality, the United States Department of Education appointed a national commission in 1992 to study the issue. Members of the Commission concluded "Learning in America is a prisoner of time. For the past 150 years, American public schools have held time constant and let learning vary… Time is learning's warden" (*Ibid.*, p. 7).

The time framework is particularly pernicious when it is extended to credit hours per course. "The vast majority of college courses have three or four hours of credit. Isn't it a coincidence of cosmic proportions that it takes exactly the same billable unit of work to learn the plays of Shakespeare and the differential calculus? Or maybe the guest has been amputated to fit the bed" (Peters, p. 23). The National Education Commission on Time and Learning reports that no matter how complex or simple the school subject—literature, shop, physics, gym or algebra—the schedule assigns each an impartial national average of 51 minutes per class period, no matter how well or poorly students comprehend the material (1994, p. 7).

The reliance on time as a unit of measure must be changed to reflect mastery instead of time on task, recognizing what is universally understood: human beings learn at different rates. Students should not have to serve time. Time should serve them.

Place-Bound

School is a place. It is a schoolhouse, a schoolroom, a campus, a college. Sometimes school occurs *off-campus* but obviously defined in relationship to *campus*. Young students go *to school*. Young adults go *off to college*. Incorrigible students are kicked *out of school*. School/college, and the learning that occurs in that context, is over there. It is external to everything else that goes on in the learner and the society. It is cloistered, private, sacrosanct territory. Speed zones control its outer edges and liquor stores cannot be built within its perimeters. School is an ivory tower on the hill; it nestles in the gated groves of academe. Its residents do not mix with "townies." School is a place.

School as a place is deeply embedded in the collective unconscious of a people who made great sacrifices to construct their first college in 1636. This early pattern of school and schoolrooms has been stamped indelibly on each successive generation as the natural order of the world of education. "… the design and practices of our childhood schoolrooms tend to be reproduced in most education and training settings, even those that aspire to be nontraditional or 'radically innovative.' Despite decades of experience with models, demonstrations, and experimental programs, the "New American School" persistently gravitates back to our familiar models of school, classrooms, and teaching" (Perelman, p. 125).

Schools are as place-bound as they are time-bound, and together these two traditions constitute a formidable barrier to change. Leonard says, "… the conventional classroom … is the isolation cell, the lock-up" (1992, p. 28). If the student is to be freed for more powerful learning experiences and the teacher is to be freed to facilitate that learning in a more powerful way, then the walls must crumble, the boundaries made limitless. "The metaphor of a classroom is a powerful one. This most basic and fundamental unit of academic life—the sanctity of the classroom and the authority of the teacher within it—is about to be turned inside out" (Plater, p. 27).

If reform efforts are successful, the campus, the classroom, and the library will be turned inside out. As currently designed, a few will remain to serve the needs of some students who learn well in a place-bound context. But for the most part, these place-bound constructs will be artifacts, abandoned by the majority of students and faculty who will learn to use the open architecture created by new applications of technology and of new knowledge about how human beings learn.

Efficiency-Bound

The adoption of business values and practices in education started in about 1900 and was based on Frederick Taylor's system of "scientific management." The great business barons of the time also had great influence on American culture, especially education, including Andrew Carnegie, John D. Rockefeller, and J.P. Morgan. President Calvin Coolidge reflected the values of these industrial barons and much of the country when he said, in 1925, "The business of America is business."

Of all the traditional architectural elements of schools, critics have been most vocal about the negative influence of the efficiency model. Perelman writes, "Education developed in scale and bureaucratic density to mimic the industrial bureaucracy it was styled to serve. Education in its less than two-century-old modern form is an institution of bureaucracy, by bureaucracy, for bureaucracy" (1992, p. 118–119). Perelman believes that the bureaucratic nature of schools will lead to their ultimate downfall as the society in general moves to less bureaucratic models of social interaction."… the disappearance of education is inevitable, not only because education itself has become a huge socialist bureaucracy, but because it is a bureaucracy designed for a bureaucratic society. Reformers who aim to free schooling from bureaucracy are trying

to live an aircraft from air. An aircraft for airless transport is, in fact, a spacecraft not a 'reformed' aircraft but a whole different thing" (*Ibid.*, p. 119).

Leonard makes much the same observation, "from the beginning it was an administrative expediency, an attempt to adapt the tutor-learner system to mass education, a crude way of handling a large number of learners with a much smaller number of teachers. We were able to get away with it in the past chiefly because our society required few academically or technically educated citizens" (1992, p. 26).

Sizer noted a decade ago that the hierarchical bureaucracies of contemporary schools are, "... paralyzing American education. The structure is getting in the way of children's learning" (1984, p. 206). And Drucker weighs in with the astute observation that, "Nothing is less productive than to make more efficient what should not be done at all" (1992, p. 29).

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Role-Bound

By the end of the sixth grade a typical student has experienced at least six different teachers. With high school graduation, assuming six teachers a year for six years, the number climbs to 42. With a bachelor's degree, assuming 124 units divided by 3, the number of teachers for a typical student now totals 83. Ten courses for a master's degree, the minimum level of school achievement for the great majority of instructors working in community colleges today, bring the total number of teachers experienced by a student to 93, not including a vast array of teachers encountered in pre-school, scouts, 4-H, Sunday school, summer camp, etc. Most educators with a master's degree have spent 17 school years under the tutelage of approximately 93 different teachers.

Teaching is the one profession that expects so much of its members and requires and pays so little. Teachers are expected to be knowledge experts, assessors, evaluators, managers, data controllers, artists, group facilitators, counselors, information processors, lecturers, problem analysts, problem solvers, coaches, mentors, behavior controllers, and value clarifiers. Their formal education is ill-designed to prepare them for these multiple roles, and waitresses and airline stewards receive more on-the-job training. New teachers are not inducted into the profession, except sometimes in an internship as part of pre-teaching exercises. Teachers are thrown into the profession, dumped into the classroom to sink or swim on their own. No wonder they fall back on the models they know too well. They teach as they were taught by the 93 teachers who were their models, repeating the dull catechism that is passed on generation after generation, bound in a role that pretends each is an expert in some discipline, that endorses the lecture method as the primary tool of teaching, and that demands that each teacher serve as sole judge and jury over the lives of the students under his or her tutelage.

In addition to changing the architecture of time and place, teachers must be released from their traditional roles to focus their talents and abilities on the learner as their *raison d'être*. "Restructuring the role of faculty members will, at first, prove to be a monumental undertaking. All of the incentives seem against doing so—except, in the end, survival" (Guskin, p. 16).

Perelman describes the basic model of education in vivid terms: "There may be no more common and erroneous stereotype than the image of instruction as injecting knowledge into an empty head. Whether in a typical schoolroom, or a congressional hearing, or a corporate training session, the same one-way process is acted out. In each, the teacher or expert faces the learners , taking on the critical role of 'fountain of knowledge.' The learner plays the 'receiver of wisdom,' passively accepting the intelligence being dispensed, like an empty bowl into which water is poured" (1992, p. 135).

If the dominant role for teachers has been that of a conveyor of information, the conveyor belt has been the lecture. "Lecturing is the overwhelming method of choice for teaching undergraduates in most institutions" (Terenzini and Pascarella, p. 29). Despite a large body of evidence gathered over many years regarding the inadequacies of the lecture method, the current structure supports and encourages its continuing and widespread use. One study (Pollio, 1984), for example, found that teachers in the typical classroom spent about 80 percent of their time lecturing to students who were attentive to what was being said about 50 percent of the time.

On the surface, the system does appear to work. How else can a society educate the masses if not in some linear and sequential order in which a student moves through grade levels, amassing credits that are exchanged for diplomas and degrees as signs of achievement? It is, after all, the most remarkable and largest system of schooling ever created, and it is infused with a sense of democratic values. The entire structure, however, is built on a foundation of sand—the course grade. Grades are the coin of the realm in the education factory; they undergird all other exchanges. According to Paul Dressel, the course grade is "an inadequate report of an inaccurate judgment by biased and variable judges of the extent to which a student has attained an undefined level of mastery of an unknown proportion of an indefinite material" (1983). No amount of efficient accounting of accumulated credits can overcome the messy point at which grades begin.

The historical architecture of education—the time-bound, place-bound, efficiency-bound, and role-bound model currently embedded in educational culture—presents a formidable barrier to the learning revolution, a revolution that aims to place the needs of the learner over the needs of an architecture created for a different world. The house that Carnegie built must be torn down. In its place must be constructed a new framework for education, a framework for which there are currently no clear blueprints. Caught between an established educational paradigm that is dying and a new educational paradigm that is still to be designed and constructed, educational leaders are struggling with how to frame the learning revolution. Sure of only their vision that learning and the needs of the learner must guide all they do, a number of leaders are beginning to suggest designs and formulate plans to construct a new educational framework. These modest beginnings herald a revolution in learning that will have profound impact on education well into the 21st century.

Guidelines from Vanguard Colleges

A small vanguard of leading community colleges are beginning to experiment with new approaches to placing learning first, implementing new practices and programs to make their institutions more learner-centered. Six community colleges have been identified by the author that are committed to institution-wide efforts to place learning and learners as central to all their efforts. The early experiences of these colleges are informative for other colleges that plan on exploring how to respond to the learning revolution. Although each college initiated its activities in terms of its own culture, there are common elements that reflect basic steps or practices that may be useful to other colleges. The common elements are listed here as general guidelines; more detail on individual practices and policies of the six colleges can be found in *A Learning College for the 21st Century* by Terry O'Banion.

Revise Statements of Mission and Values to Focus on Learning. There will often be months of institutional thrashing about before some key leaders begin to speak about the need to better assess outcomes or the need to better serve customers or the need to reengineer programs to reflect declining resources. Every institution begins its revolution based on its own character, culture, and community; at some point, however, it becomes clear that the kind of institutional change called for in the current situation is so substantive that a review of mission and basic values is required.

In the case of the six colleges on which these guidelines are based, the existing mission and value statements reflected old paradigms of education, paradigms that failed to place learning first. That is not at all surprising. Robert Barr studied the mission statements of all California community colleges and concluded "It is revealing that virtually every mission statement contained in the catalogs in California's 107 community colleges fails to use the word 'learning' in a statement of purpose" (1994, p 2).

If learning is to be the central focus of a learning-centered institution then learning must be the central focus of mission and value statements. When the college board of trustees engages this issue there will be a great deal of discussion, but it is an early step that cannot be avoided. Revised or new statements are created after much soul-searching and reflect new values held in common. These statements are not easily developed, but once the board sets the mission, college members will have a vision to guide them for the rest of their journey.

The following brief excerpts from several new mission statements reveal the new focus on learning:

- Jackson Community College (Michigan) is a community of learners.
- Lane Community College (Oregon) provides quality learning experiences in a caring environment. Above all, Lane must put the learner first by shifting more and more to a learner-focused organization.
- Learning is a process which is lifelong for everybody and should be measured in a consistent, ongoing matter focused on improvement. Maricopa Community Colleges (Arizona).
- We see ourselves as a learning institution in both our object and our method. Palomar College (California).

These statements are taken out of context and do not do justice to the complete and more elegant statements developed by the colleges, but they do provide the flavor for new ideas beginning to flow in community colleges. Any community college considering joining the learning revolution will eventually be involved in a review and revision, if not complete overhaul, of its mission and values statements.

Realign Current Structures to Accommodate Collaboration and Teamwork Within the College Community. Many community colleges are involved in restructuring and reengineering their institutions in response to changing conditions. The increasing use of technology, the expanding diversity of students, the demand for a better prepared workforce, and declining support of education are only some of the reasons institutions of higher education are involved in reviewing their missions, their programs, and their practices. More and more, leaders in higher education are beginning to realize there is more involved than realigning the existing institution to improve on current practice. Leaders are beginning to realize they are engaged in a major revolution that transcends the efforts to tinker with and tweak a few programs here and there. The entire system of higher education, and its supportive architecture, is being called into question; answers lead to a major revolution that places learning front and center. Jerry Moskus, president of Lane Community College (Oregon) recog-

nized this challenge in 1993 and said to the faculty and staff "Lane must rethink nearly everything it does."

Leaders at Lane initiated their institution-wide effort to become a learning-centered college by examining in great detail their current organizational structure. All faculty and staff were invited to participate, and eventually a new organizational structure was created based upon a new vision that placed learning at the center of all their activities.

Community colleges that begin the journey to become more learner-centered will almost always reorganize their current structure to ensure more collaboration and teamwork among institutional members. Traditional hierarchical structures designed for control and efficiency do not elicit the kind of creativity and commitment required for learning-centered institutions. Colleges that are reorganizing to become more learner-centered reflect the ideas of Deming, Juran, Senge, and Wheatley regarding the need to flatten organizations, empower individuals, and involve all members. Community colleges are finding their own voice regarding the structural changes as noted in the following excerpts:

- To leverage structural change, Maricopa agreed that changing the learning paradigm from a traditional one, to a current, more learner-centered approach was the vehicle to more comprehensive, and even profound, structural change.
- Organizations that move routine decision making and problem solving to work teams are better able to adapt to continued change. We must break down the walls between departments by designing our processes and services around work teams that cut across artificial organizational lines. (Lane Community College)
- Palomar College empowers our educational team—faculty, staff, and administration—to create powerful learning environments.
- Effective organizational change is really the relationship between structure, strategy, systems, style, skills, and staff, and something called shared values. (Sinclair Community College)

The form of the new organizational structure created by community colleges moving toward a more learning-centered paradigm is not nearly as important as the long and sometimes chaotic processes colleges use to create new structures. And more important than the processes used are the new values that emerge from the willingness to engage in the processes. Community colleges that plan to join the learning revolution will learn little from the diagrams and charts that illustrate new structures developed by other colleges. All of the essence lies between the lines and around the boxes and can be understood and appreciated only through direct experience applied to one's own situation.

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Involve All Members. In a community college, the key constituents are the members of the community and representatives must be included in any discussion of major change. Internal members include administrators, full-time faculty, support staff, and the board of trustees. Depending on the culture of the institution and its capacity to manage complexity, part-time faculty and students may be included as internal members.

The new "science" of management and leadership that prescribes flattened organizations, open communication, and empowered participation makes a strong case for involving all members in major reform efforts. Margaret Wheatley, a consultant on organizational change to many companies and the U.S. Army, says, "Any change program that insists on defining how things ought to be done, that tries to impose a structure on everyone—without their involvement—works against our natural tendencies" (Brown, 1994, p. 24).

Wheatley goes on to say:

> You need deep and meaningful involvement of the whole organization. This seems like an insurmountable barrier, to involve the whole organization, but I believe the starting point for real change is to focus energy and direction on this one key question: "Can we involve the expertise and experience of *everyone* in the organization?" We can't ignore that question. We've got to figure out how we can avoid the temptation to design things for people instead of engaging them in creating their own responses to change" (*Ibid.*, p. 26).

Few community college presidents will argue against the importance of involving all members of the internal college community in the process of creating a learner-centered institution, but many will be challenged about how to do this. It is more practical to set a goal of involving all members who want to participate by providing numerous opportunities for their participation. Members can participate in institution-wide convocations, workshops and seminars, and special training sessions. Staff development programs can be reengineered to focus on activities related to learning-centered efforts. In-house newsletters can provide important information regarding project activities. In some cases, a special publication will need to be created to carry the message for the learning initiative. Copies of key documents, such as the vision statement, and later documents, such as new policies for assessing students or selecting faculty or rewarding and promoting support staff, will need to be sent to every member for review and response. Universal agreement is not the goal; universal opportunity to participate is, and some changes may need to be put to a vote.

Creating a learning-centered institution means tossing hundreds of stones into the pond, dumping boulders into the pond, and perhaps even filling in the pond and digging a new one.

Create an Open System of Communication. Convening a single meeting and distributing one key paper about the initiative to become more learning-centered will doom the effort to an early death. This is not an undertaking that can succeed by tossing one stone in the pond and following-up on the ripples. Creating a learning-centered institution means tossing hundreds of stones into the pond, dumping boulders into the pond, and perhaps even filling in the pond and digging a new one. This kind of change will not occur unless the internal college community is kept fully and constantly informed about what is happening and unless there are mechanisms provided whereby they can communicate across the entire community of participants. Fortunately, technological innovations now exist, and are beginning to be in place in many community colleges, that allow for a rich exchange of information and opportunities for intimate connectivity.

Wilson says "If a vision is to shape the future and drive action, then the leader—and others in executive positions—must communicate it broadly, consistently, and continuously, until it becomes an integral part of the organization's culture" (1988, p. 5). The message must be driven home again and again through speeches, newsletters, meetings, articles, interviews, surveys, and actions.

As college members become convinced that the leadership is engaged in a serious commitment to become more learner-centered, there will be a tremendous release of creativity and ideas that individuals will want to share. There must be highly visible and readily accessible mechanisms in place to allow for this outpouring of ideas. Mechanisms must also be in place to link people with common suggestions and concerns, to capture and record suggestions and ideas, and to incorporate these perspectives in creating a new culture that is learning-centered.

A project manager is often appointed to ensure that the mechanisms are in place for the communication that is needed. The CEO of the college will need to take responsibility for many "official" roles in communicating about the project activities as well as many unofficial ones. As the project emerges and matures, more and more participants will take responsibility for communicating their needs and their ideas if they see that these are taken seriously.

These four initial steps appear to be common for all community colleges that begin the journey to become more learner-centered. The steps are idiosyncratic to the culture of the institution and the character and abilities of its leaders. The steps are not linear or formulaic as they appear to be in these written descriptions. In actuality all four steps occur simultaneously and are often not even identifiable until they are almost completed. All four steps appear as guidelines or practices to follow, and at the same time, they are explicit value statements. For a college ready to join the learning revolution, these four steps are a good place to begin.

Toward a Learning-Centered College

But where will the journey lead? And how will we know that the learning revolution has been won? In other words, what does a learning-centered college look like?

Cautiously aware that answers to these questions are likely to be different for each college—there is ample evidence of that in the six colleges referenced in this paper—it would be helpful to have a perspective on what a learning-centered institution could be. The author has developed one such perspective, a beginning conceptual framework that may be useful to community colleges as they begin to explore their interest in becoming more learner-centered. The author has created the term "the learning college" to describe this conceptual framework.

The Learning College

The learning college places learning first and provides educational experiences for learners anyway, anyplace, anytime (O'Banion, 1995-96, p. 22). The model is based on the assumption that educational experiences are designed for the convenience of learners rather than for the convenience of institutions and their staffs. The term "the learning college" is used as a generic reference for all educational institutions.

The learning college is based on six key principles:

I. The learning college creates substantive change in individual learners.
II. The learning college engages learners as full partners in the learning process, assuming primary responsibility for their own choices.
III. The learning college creates and offers as many options for learning as possible.
IV. The learning college assists learners to form and participate in collaborative learning activities.
V. The learning college defines the roles of learning facilitators by the needs of the learners.
VI. The learning college and its learning facilitators succeed only when improved and expanded learning can be documented for its learners.

Principle I: The learning college creates substantive change in individual learners.

The first principle is a self-evident, general truth easily verifiable in personal experience by anyone reading this page. It is so elementary that it is often unstated and overlooked. This first principle must be stated and restated until it becomes an embedded value undergirding all other principles.

Basic human experience easily confirms the validity of the first principle. Consider the joy and release of energy that accompanies the first steps of a baby learning to walk. The new walker paddles off in all directions, teetering forward on toes used differently for the first time, teetering backwards on bottoms that cushion repeated falls. The new walker is a joyous learner excitedly testing out new boundaries and excitedly exploring objects seen from a new vantage point. In this situation, learning is clearly a powerful process that brings about substantive change in the individual: there is also substantive change in all the other players connected to the new walker's environment!

These special learning experiences are moments of discovery, natural processes used by every human being to move forward from the first breath of life. The developmental tasks that frame the various milestones of growing up provide the most dramatic moments for discovery, but the smaller steps tucked away in the nooks and crannies of everyday life are key components in constructing a full picture of a complex, growing human being. Learning kindles new ways of seeing, thinking, and doing—in dramatic events and incrementally in day-to-day experiences.

At its best, formal schooling is every society's attempt to provide a very powerful environment that can create substantive change in individuals. But formal schooling is no longer at its best. In the learning college this first principle must form the framework for all other activities. The learners and the learning facilitators in the learning college must be aware of the awesome power that can be released when learning works well. Learning in the learning college is not business as usual. Powerful processes are at work; substantive change is expected. Learners are exploring and experimenting with new and expanded versions of what they can become.

Principle II: The learning college engages learners as full partners in the learning process, assuming primary responsibility for their own choices.

At the point a learner chooses to engage the learning college, a series of services will be initiated to prepare the learner for the experiences and opportunities to come. Until there is a seamless system of education for life-long learning based on the principles of the learning college, these services will be heavily focused on orienting the learner to new experiences and expectations that are not usually found in traditional schools. Two key expectations will be communicated to new learners at the first stage of engagement: 1) learners are full partners in the creation and implementation of their learning experiences, and 2) learners will assume primary responsibility for making their own choices about goals and options.

The services will include assessing the learner's abilities, achievements, values, needs, goals, expectations, resources, and environmental/situational limitations. A personal profile will be constructed by the learner in consultation with an expert assessor to illustrate what this learner knows, wants to know, and needs to know. A personal learning plan will be constructed from this personal profile, and the learner will negotiate a contract that outlines responsibilities of both the learner and the learning college.

As part of the contract, the learner will purchase learning vouchers to be used in selecting from among the learning options provided by the learning college. The assessment information, the terms of the contract, historical records from previous learning experiences, and all pertinent information will be recorded on the learner's "smart card" which serves as a portfolio of information, a lifelong record of lifelong educational experiences. The "smart card," similar to an Automated Teller Machine (ATM) card already widely used by banks, will belong to the learner, who will be responsible for keeping it current with assistance from specialists in the learning college. While the "smart card" will contain information on learning outcomes and skill levels achieved, work experience, and external evaluations, other educational institutions and employers will develop their own systems to verify what they need to know about the learner.

The learning college will also provide orientation and experimentation for learners who are unfamiliar with the learning environment of the learning college. Some learners will need training in using the technology, in developing collaborations, in locating resources, and in navigating learning systems. Specialists will monitor these services carefully and will be responsible for approving a learner's readiness to fully engage the learning opportunities provided.

In the learning college, the engagement process will take as much time as will be required to meet the needs of each individual learner. Some learners seeking minimal learning experiences about which they are very clear can begin their activities immediately following their first point of engagement. Some learners will want to participate in the process for a few days or a few weeks. Some learners may be engaged in the process for several months. Since there will be no restrictions on time and place for the engagement, there will be no limitations governing the activities except the needs of the learner. There will be many options for learners to engage the learning college including self-guided print and video modules, group-based activities—face-to-face or through the Internet—classes and laboratories "on-campus," and individual consultations with a variety of specialists. Continuing learners will soon learn to navigate the learning college system and use it to their full advantage.

In the learning college, the university ideal of a "community of scholars" is transformed into a "community of learners."

Principle III: The learning college creates and offers as many options for learning as possible.

In the learning college there are many options for the learner in initial engagement and in learning activities—options regarding time, place, structure, and methods of delivery. The learner has reviewed these options and experimented with some that are unfamiliar. Entry vouchers are exchanged for the selected options and exit vouchers held for completion.

Each learning option includes specific goals and competency levels needed for entry, as well as specific outcome measures of competency levels needed for exit. Learning colleges are constantly creating additional learning options for learners, many of them suggested by learners from their own experiences.

A major goal of the learning college is to create as many learning options as possible in order to provide successful learning experiences for all learners. If one option does not work, the learner should be able to navigate a new path to an alternative learning option at any point.

If a learning college had to develop a full array of options from scratch, the task would be overwhelming and too costly. Fortunately, there is a tremendous variety of resources available, many of them field-tested and free. Thousands of individual faculty members have designed improved or alternative learning materials as part of their sabbaticals, on released time during regular terms, on summer projects, with innovation grants from various institutions, and with support from federal and foundation grants. Individual colleges have initiated programs to design and develop new learning opportunities for students, sometimes with a considerable commitment of college resources. Colleges have initiated consortia to work in collaboration with each other and with agencies and companies to produce new learning programs. State and federal agencies, and most especially the military, have created hundreds of learning options that are free for the asking. Business and industry have spent billions on training materials. Educational entrepreneurs such as book publishers, testing agencies, information networks, training organizations, and computer corporations are in the specific business of developing training materials often available to educational institutions for a fee paid for by the students.

To "manage" the activities and progress of thousands of learners engaged in hundreds of learning options at many different times, at many different levels, in many different locations, the learning college will rely on expert systems based on early developments such as General Motors' Computer-Aided Maintenance System or Miami-Dade Community College's Synergy Integrator. Without these complex technological systems the learning college cannot function. These learning management systems are the breakthroughs that will free education from the time-bound, place-bound, and role-bound systems that currently "manage" the educational enterprise.

Principle IV: The learning college assists learners to form and participate in collaborative learning activities.

In the learning college, the university ideal of a "community of scholars" is transformed into a "community of learners." More than just cute word play, the focus on creating communities among all participants in the learning process—including not just students but also the faculty and other learning specialists—on creating student cohorts, and on developing social structures that support individual learning, is a requirement of a learning college.

Practitioners as well as researchers know that group interaction can be very helpful to individual learning. There are examples of effective collaborative learning models at all levels of education. We also know from experience that programs that are designed to build cohorts of students and then to engage them in a common experience or curriculum greatly increase retention, and ultimately program completion. Nursing programs in community colleges have some of the highest success rates in all of education, at least in part because a cohort is guided together through a rigorous competency-based curriculum. Nursing students study together and support each other, and there is no disincentive for all to succeed at high levels because students are not graded relative to each other (as on a Bell curve) but relative to a performance standard.

The most widespread form of collaborative learning in the community college takes place in "learning communities," a specific term that is a curricular intervention to enhance collaboration and expand learning. "Learning communities . . .purposefully restructure the curriculum to link together courses or course work so that students find greater coherence in what they are learning as well as increased intellectual interaction with faculty and fellow students" (Gablenick et. al., 1990, p. 5). The structures are also referred to as learning clusters, triads, federated learning communities, coordinated studies, and integrated studies; but "learning communities" has emerged as the favorite descriptor. When the same 30 students enroll for nine credit hours in a sequence of courses under the rubric of "Reading, Writing, and Rats," they have enrolled in a learning community.

In the learning college some learning communities and collaborative learning activities will not look very much like classrooms, and many will have dynamics defined by characteristics of pace, distance, membership, and means of communication. For instance, as the number of adult workers returning to college for education and training continues to grow, a most likely venue for establishing learning communities will be in the workplace. Workplaces that value and encourage lifelong learning—whether because of altruism or enlightened self-interest—will make ideal sites for communities of learners, as common interest may be easier to determine and the level of resources available to support the community potentially very high. For instance, video-on-demand can distribute information, and even interactive training modules, directly to the desktop of employees; information resources can be concentrated at a common work location; and assessment services or learning specialists can be housed at the work site as desired.

Powerful networking technology can also help nurture a learning community by assisting its members to communicate with each other regularly in both synchronous and asynchronous modes. Certainly if courtship and even mating can be accomplished in cyberspace, then learning communities can be formed there. The Electronic Forums established in the Maricopa Community Colleges are pioneering efforts to create communities of learners through technology networks.

The roles that college educators will play in forming and supporting learning communities are yet to be thoroughly defined. However, in a learning college, staff will form and recruit students into cohorts of common interests or circumstances. Process facilitators will orient individuals and form them into groups or communities of learners. Resource specialists will attend to the resource needs of both individuals and groups of learners. Learning facilitators will design experiences that build upon and use group strengths and other dynamics. Assessment specialists will design and implement authentic assessments that can occur both individually and in the context of the learning community. The learning college will be designed not only around the unique needs of individual learners but also around their needs for association. The learning college will foster and nourish learning communities as an integral part of its design.

Principle V: The learning college defines the roles of learning facilitators by the needs of the learners.

If learners have varied and individual needs that require special attention in the early stages of engagement, continuing monitoring of their participation in learning options, continuing development of new learning options, management of the operating systems, and evaluation of outcomes, then it follows that the personnel employed in this enterprise must be selected on the basis of what learners need. Community college staff are usually selected on the basis of needs of an administrator, a department, a center, or a course. All too often these staff are role-bound by established job descriptions or by traditional expectations, especially for teaching faculty.

Everyone employed in the learning college will be a learning facilitator, including categories formerly designated administration and support or clerical staff. Trustees will also be considered learning facilitators as they exercise their responsibilities for governance and policy development. Every employee will be directly linked to learners in the exercise of his or her duties, although some activities such as accounting may be more indirectly related. The goal is to have every employed person thinking about how his or her work facilitates the learning process.

The learning college will contract with many specialists to provide services to learners. Specialists will be employed on a contract basis to produce specific products or deliver specific services; some will work full-time but many will work part-time, often from their homes, linked to learners through technology. A number of specialists will be scattered around the world providing unique services and special expertise.

The groundwork is already being prepared for these new roles to emerge. A 1996 report by the Ohio Technology in Education Steering Committee recommended the term "learning consultant" to best describe the educator of the future. "As learning consultants, educators will play many roles:

- Learning consultants will be mentors—guiding each learner to his or her own chosen goals.
- Learning consultants will be facilitators of inquiry—coaching learners and helping them remove barriers as they move toward discovery.
- Learning consultants will be architects of connection—observing the needs of individual learners and joining them to information experiences, resources, experts, and teams.
- Learning consultants will be managers of collaboration and integration—combining the needs and abilities of *their* learning communities with the needs and abilities of *other* learning communities" (1996, p. 13).

Learners negotiate and sign contracts for overall programs (general education core, basic skills, workplace skills, etc.) and a specific contract for each learning option whether part of a program or not.

Learners will also participate as learning facilitators, and this role could be made part of the expectations negotiated in the engagement process. Some will not have time, but others will welcome the opportunity to offer their experience and knowledge to assist other learners. Colleges already use students as lab assistants and tutors to facilitate learning. In the learning college, these roles and opportunities will be expanded to capitalize on the resources students bring , to free professional staff for other roles, and to reduce personnel costs.

Principle VI: The learning college and its learning facilitators succeed only when improved and expanded learning can be documented for its learners.

"What does this learner know?" and "What can this learner do?" provide the framework for documenting outcomes, both for the learner and the learning facilitators. If the ultimate goal of the learning college is to promote and expand learning, then this is the yardstick by which the learning college and staff are evaluated. Conventional information may be assembled for students (retention rates and achievement scores) and for faculty (service and observation by students, peers, and supervisors), but the goal will be to document what students know and what they can do and to use this information as the primary measure of success for the learning facilitators and the learning college.

All learning options in the learning college include the competencies required for entrance and for exit. These competencies reflect national and state standards when available, or they have been developed by specialists on staff or on special contract. Assessing a learner's readiness for a particular learning option is a key part of the initial engagement process and thereafter a continuing process embedded in the culture of the institution.

Learners negotiate and sign contracts for overall programs (general education core, basic skills, workplace skills, etc.) and a specific contract for each learning option whether part of a program or not. Learners will be encouraged to add competencies and goals beyond those established in the standards.

Portfolio assessment, a form of authentic assessment, will be the primary means by which learning is documented. A portfolio is a systematic and organized collection of evidence of what the learner knows and what the learner can do. It builds on prior information, is in constant use through revision and updates, and provides continuity into future learning activities. Specific benchmarks of achievement may be applied to determine credits earned if that continues to be the coin of the realm for moving learners along a seamless path of education.

The portfolio assessment process will be one of the primary functions of learning facilitators. Since many of the learning options will be stand-alone, student-led collaborations, contracts with specialists, or facilitated by tutors and coaches, learning facilitators will have more time for the portfolio assessment. It may be possible to codify some of the assessment process for easier management, and advances in technology will provide some assistance.

These six principles form the core of the learning college. They refer primarily to process and structure, built on the basic philosophy that the student is central in all activities of the educational enterprise. There are certainly other principles that must be considered in creating a new paradigm of learning, here loosely coupled into a concept designated "the learning college." Content, funding, and governance are examples of key issues that must be addressed and for which principles must be designed. In these six principles there is at least a beginning direction for those who wish to create a learning college that places learning first and provides educational experiences for learners anyway, anyplace, anytime. ■

The Role of the Board of Trustees

The learning revolution will not occur unless it is initiated and strongly supported by the community college board of trustees. If the board determines that placing learning first will benefit the community, it will create a positive environment in which the college can make the transition.

A true revolution in learning that leads to the creation of a learning college or something very much like a learning college will be so disruptive to the existing norms of an institution that it cannot begin without the commitment of the board. The board will establish the policy framework for the learning college and will make it clear that the new direction is not a "whim" or a "fad", not the president's idea or that of some other individual or group, but the policy of the college that will guide all activities that follow.

There will be new organizational structures; resources will be reallocated; new programs will be developed and old programs realigned; staff roles may change dramatically. Trustees will ensure that the target for the revolution remains clear and that progress in reaching the target is systematically checked.

There will be disruptions and conflicts and political pressures characteristic of all revolutions, but the policy set by the board will help to keep the focus of the learning revolution on the benefit to the community.

The following guidelines have been developed for community college boards of trustees planning to implement policies designed to move the college toward a more learning-centered enterprise.

Trustees Should Learn As Much As Possible About the Learning Revolution

In order to make informed decisions about initiating the process of creating a learning college, trustees need to become informed about the learning revolution.

The board of trustees of the Maricopa County Community College District has done an unusually good job of learning about changing conditions in society and how these conditions influence education. As part of the initiative to become more learner-centered throughout this large, ten-college district, leaders at Maricopa organized "Strategic Conversations" involving the board, internal college constituents, and many representatives of the community. Throughout 1994 and 1995, these scheduled conversations of two and three hours replaced the routine business usually addressed in board sessions. The following list is a small sample of the topics covered in the conversations:

- New learning paradigms
- Chaos theory
- Leadership and the new science
- Student needs in a rapidly changing world
- Continuous quality improvement efforts
- Non-traditional education

The conversations were well-structured, well-facilitated, and better researched than former board sessions. The sessions were led by faculty, classified staff, administrators, consultants, and students. Maricopa had been developing a culture in which "leaders learn and learners lead," and the conversations provided a laboratory to practice this value. Through the Strategic Conversations, Maricopa's trustees have become very knowledgeable about the learning revolution and have illustrated their commitment to collaboration and involvement, key characteristics of learning-centered institutions.

Trustees who are reading this *Trustee Quarterly* have already taken a major step to becoming informed about the learning revolution. The author's book, *A Learning College for the 21st Century*, will provide a much more thorough and detailed review of the issues referenced here only briefly. There are also references to key works at the end of each chapter in *A Learning College*. To further assist trustees in learning about the learning revolution, the author asked six CEOs who prepared chapters for *A Learning College* to recommend the two most important books or documents they thought trustees should read on this topic. The recommended list follows:

Baker, George, *et al. Teaching as Leading*. Community College Press, 1990.

Barr, R. and Tagg, J. "From Teaching to Learning—A New Paradigm for Undergraduate Education." *Change*. Washington, DC: American Association for Higher Education. November/December 1995.

Boggs, G.R. "The Learning Paradigm." *Community College Journal*. Washington, DC: American Association of Community Colleges. December/January 1995-96.

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Dolence, Michael G. and Norris, Donald. *Transforming Higher Education: A Vision for Learning in the 21st Century*. Society for College and University Planning, 1995.

Goldman, Steven, *et al. Agile Competitors and Virtual Organizations*. Van Nostrand Reinhold, 1995.

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Perkins, David. *Outsmarting I.Q.: The Emerging Science of Learnable Intelligence*. The Free Press, 1995.

Roueche, John E. *et al. The Company We Keep: Collaboration in the Community College*. Community College Press, 1995.

Senge, Peter. *The Fifth Discipline: The Art and Practice of the Learning Organization*. Doubleday, 1990.

Wheatley, Margaret. *Leadership and the New Science*. Berrett-Koehler Publishers, 1992.

Wingspread Group on Higher Education. *An American Imperative: Higher Expectations for Higher Education*. The Johnson Foundation, Inc., 1993.

As trustees become more informed about the learning revolution, they are likely to begin speaking a new language. Fred Colby, a trustee of the San Diego Community College District, points out that

"We still speak of education in the same old, tired ways, in the same old settings, on the same old campuses with the same old structures and the same old teaching methodologies" (1995, p. 14) and urges us to speak to one another in a new language focused on learning.

Surely there is a special language of learning embedded in the idiosyncratic experiences of community college faculty, administrators, and board members as they continue decade after decade to provide learning opportunities for the most challenging learners in all of higher education.

Trustees Should Recognize That Fundamental Change is Difficult

Initiating and supporting the creation of a learning-centered institution can be much more difficult than authorizing development of plans for a new library or establishing a new training program with a key industry in the community. "The prospect of altering long-established thinking, mores, and policies is gut-wrenching and frightening, yet higher education cannot continue to do business as usual" (Phipps, 1996, p. 21).

The learning revolution, once underway, will require nothing less than a fundamental examination of what the institution does and why it does it. This examination, if successful, will lead to the creation of a new institutional culture.

While the changes that occur in the learning revolution will be embraced by many, even in the healthiest of institutions there will be pockets of resistance. Some constituents, comfortable with their compartments, will resist change. A few will actively confront leaders, including trustees.

When rancor and disruption percolate to the top, and they surely will, the board must place these behaviors in perspective and provide leadership to help others understand that these behaviors are natural and expected when so much change is taking place. At the same time, the board must make it clear that the initiatives will go forward and that they have directed the president (and through the president other staff and faculty) to continue their efforts. The board can provide leadership that will create the environment necessary for the president to make the learning revolution happen.

Ask the Basic Questions

As part of the board's responsibility to monitor the progress of the institution toward achieving specific outcomes for the community, a board that has initiated the change to a learning college will ask, "Is the college improving and expanding student learning?"

As colleges strive to become more learner-centered, there is a related question that needs to become embedded in institutional culture: Does this action improve and expand student learning? This question and its variations should become an institutional chant, posed by staff for every key decision.

Commit to the Long Haul

Time is the enemy of all projects designed to initiate major change. Linda Thor, president of Rio Salado Community College in Phoenix, notes this fact in reference to her college's total quality initiative. "If there is one simple process required to implement quality leadership in an organization… It is, simply put, TIME. It will not—it cannot—happen quickly…" (Thor, 1996, p. 114).

In their efforts to create a learning college at Jackson Community College (Michigan), Lee Howser and Carol Schwinn also note the importance of planning for the long haul: "Making cultural changes in an organization takes an extraordinary amount of time. Whatever the original time line, double it! While there are many... changes of the 'Just Do It!' variety, fundamental change requires conflict resolution and substitution of old behaviors. The process just takes time."

Jerry Young, president of Chaffey College in California, has indicated that he worked for five years as a new president at Chaffey to open up the system to the point where faculty could say "This isn't working." Just building an awareness of the problems will be a long effort for some colleges, and this stage must precede any meaningful action toward becoming a learning college.

Leaders planning to launch a learning college should be realistic about the time it will take to create this new educational enterprise. Changing the historical architecture designed in earlier agricultural and industrial periods will require years of destruction and construction, not to mention the time it will take to change the behaviors of those who represent "One thousand years of tradition wrapped in 100 years of bureaucracy," a description of higher education offered by Roger Moe, Majority Leader of the Minnesota State Senate.

Trustees, usually elected or appointed for a period of four to six years, often want to see a great deal of institutional progress during their tenure on the board. They want to make a contribution, have an impact, carry out mandates. The learning revolution, as fundamental change, will evolve slowly, however, and boards cannot rush the process. "The board of trustees must understand, have the patience for, and be committed to a long-term, continuous improvement effort" (McGuinness and Ewell, 1994, p. 9). A long-term commitment by the board to moving the college toward a more learning-centered institution will provide a focus and a challenge for trustees' time on the board that will result in deep personal satisfaction. This long-term commitment will result in increased and expanded learning for the students served by the college, and thus benefit the community.

There can be no better reward for trustees than to play a key role in leading the college toward this goal. ■

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Pennsylvania Commission for
Community Colleges
Semi-Annual Board Meeting
Harrisburg, PA

May

1–2
North Carolina Association of
Community College Trustees
Annual Meeting
High Point, NC

1–3
Trustees Association of Community and
Technical Colleges of Washington State
Business Meeting and
Annual Spring Convention
Lynnwood, WA

2–4
California Community College Trustees
Annual Conference
Monterey, CA

7–9
Ohio Association of Community Colleges
Annual Meeting
Columbus, OH

25–28
NISOD International Conference on
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Austin, TX

June

4–7
ACCT Northeast/Central/Southern
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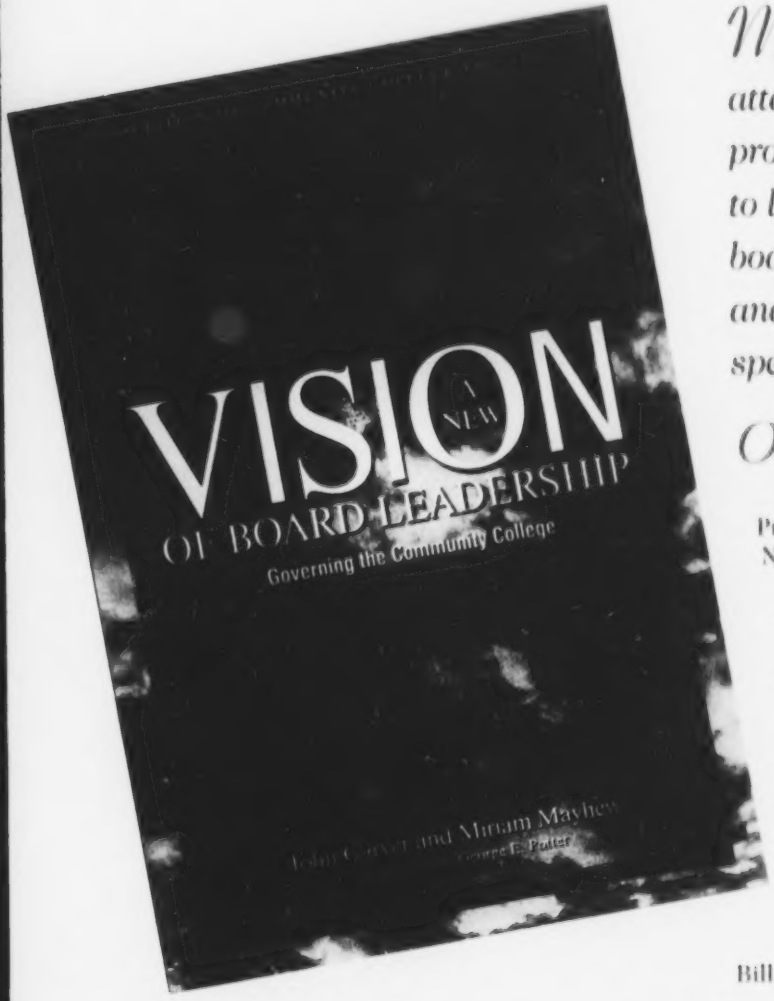

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Issue 2, 1997

TRUSTEE QUARTERLY

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Grant MacEwan Faces Alberta's Postsecondary Challenges

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Making Policy That Makes a Difference

As a result of implementing Policy Governance, the board of Central Oregon Community College is stronger, trustees focus on the effectiveness of the institution, and the president and staff have clear direction and authority.

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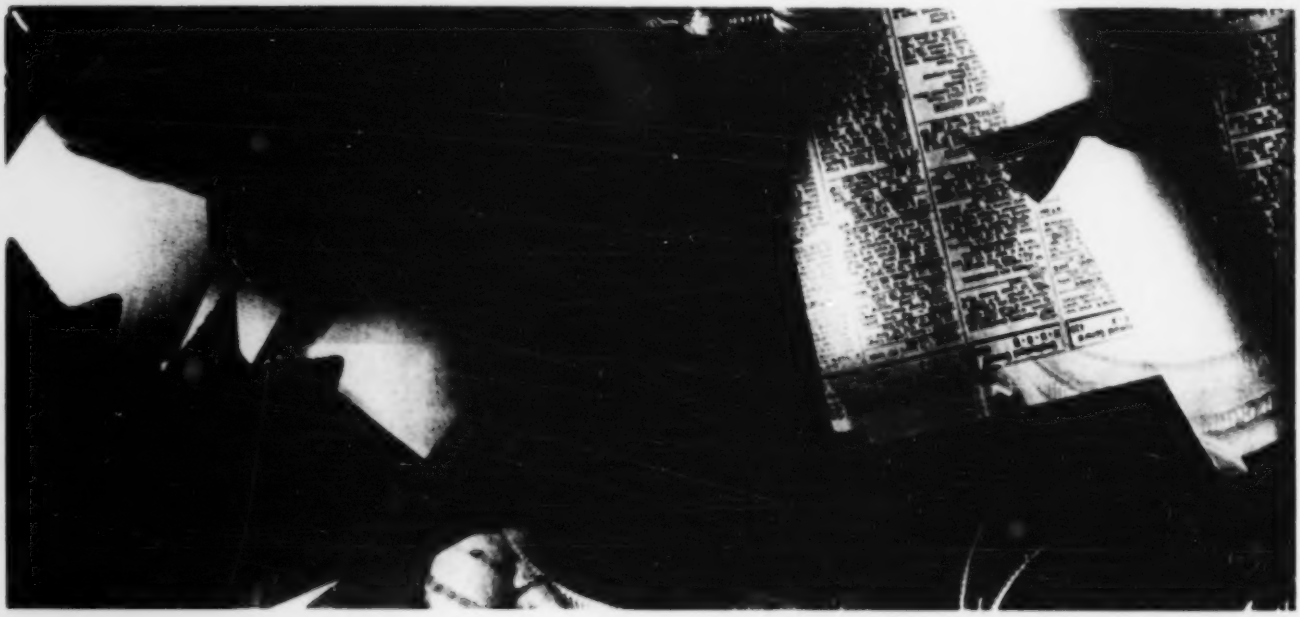
Focus on Mission Brings Canadian Colleges Through Funding Crisis



In the last few years, Canadian community colleges have been faced with reductions in funding amounting to nearly 30 percent. Many of the cuts happened quickly, without the opportunity for much advance planning by governing boards, CEOs, and administrators.

Surviving this crisis while keeping the focus on their mission—providing quality, accessible, and affordable education to the students in their communities—made the colleges stronger and leaner, and in many cases enhanced program quality.

The lessons they learned and the strategies and methods they used which proved to be most effective can be of value to all community colleges facing reductions in funding.

ACCT is pleased to share the stories of several Canadian members with the full membership. The principles of effective governance and leadership have no international boundaries.

St. Clair College Keeps Focus on the Future

St. Clair College serves approximately 6,000 full-time post-secondary students and up to 30,000 part-time students in two counties. The main campus is in Canada's Automotive Capital, the City of Windsor, Ontario, which is across the Detroit River and just a few minutes to the south of the City of Detroit itself.

Until December 1995, St. Clair College had 700 staff and revenues of $73 million. At that time, the Government of the Province of Ontario announced a series of belt-tightening measures to reduce the substantial deficit they had inherited some months earlier from a previous government. The impact on the colleges was a 17.5 percent reduction in the operating grant. To St. Clair College, that meant a $5 million cut. Parallel cuts totalling another $5 million occurred as a result of changes in non-postsecondary education and training programs at both the

provincial and federal levels. The postsecondary cuts took effect on April 1, 1996, and the others were randomly distributed throughout the year. Compounding the task was the fact that the Faculty and Support Staff Collective Agreements required carrying the expenses for those on notice of layoff well into the next fiscal year even though the dollars had already been eliminated.

Two key aspects guided us throughout the process. First, the St. Clair College Board of Governors had a long-standing policy not permitting a deficit and requiring a 2 percent reserve. Fortunately, administration had a preference for a higher reserve and had kept it at the 4 percent level. The board direction was for the college to avoid a deficit, which allowed a reduced reserve, and to minimize the impact on students, staff, and programs. The colleges in Ontario have no recourse to taxation or bond issues, and tuition is controlled by the Ministry of Education and Training. In order to assure the short- and long-term financial health of the college, it was essential to eliminate expenses.

The board and college were in the midst of a strategic planning process with a 15-year time horizon—*St. Clair: 2010*. Rather than concentrating solely on the reductions, it was decided to focus on the future and where the college "had to be" in order to respond to the needs of our communities. This provided a context for the changes.

Second, the board and college were in the midst of a strategic planning process with a 15-year time horizon—*St. Clair: 2010*. Rather than concentrating solely on the reductions, it was decided to focus on the future and where the college "had to be" in order to respond to the needs of our communities. This provided a context for the changes.

To minimize the numbers of layoffs, the financial reserves were earmarked to support the early leaving options, which were successful in avoiding the large layoffs normally associated with such a dramatic cut in grants. Nonetheless, more than 5 percent of faculty (15) were forecast to be laid off. Under the terms of the Collective Agreement, this placed the college in Extraordinary Financial Exigency, requiring an opening of the books to allow a faculty review of our financial situation, and a 30-day hiatus in the process until the review was complete.

To minimize the impact on programs and students, course and class section sizes were reviewed and, where appropriate, consolidated or otherwise optimized. Faculty support of these initiatives was essential and in many areas their recommendations for productivity gains were implemented.

All of the administrative areas were reviewed for efficiency opportunities, and the consolidation of work was undertaken. In each instance it was the intent to eliminate work which was unproductive or unnecessary, but in some cases, the speed of cuts precluded taking that step in advance and concerns remain to be addressed.

In some cases, the introduction of new technology or the use of technology in new ways alleviated the pressure on fewer staff to do more work. For example, an interactive voice registration system and the use of kiosks for admissions, grades, credit transfer, and most administrative activities needed by students have helped greatly in reducing lines, eliminating work, and expediting the provision of services to learners.

The two most controversial steps were the contracting out of one service area and a planned, mandatory, four-day layoff of all staff. After all of the measures to consolidate and increase efficiency had been taken, there remained a shortfall in the order of $1 million. To make up that $1 million would require a relatively large number of layoffs, since the expenses had to be carried into the new fiscal year when the budget had already been cut. To reduce staff would impact programs and students adversely and would also reduce college revenues from the postsecondary grant.

The implementation of the contracting out went quite smoothly and has been a positive factor in meeting the fiscal targets. It was decided to change the mandatory layoff to a voluntary contribution of the equivalent of four days salary or work, because of concerns about managing unrealistic staff expectations that no further contributions would be necessary, and because higher than forecast non-postsecondary revenues had improved the overall financial position. Happily, about 20 percent of the staff voluntarily took four days off and contributed their equivalent salary to the college or the foundation. The remainder chose to contribute vacation or other work days. The contributions to the bottom line made a significant difference in keeping the college in the black.

For FY 1997–98 the circumstances were quite different, but because the college operations had already been pared to the core, it was impossible to avoid impacting programs. The Government announced a freeze on operating grants, which was welcome. Subsequently, 1 percent of the grant was withheld to support Ministry of Education initiatives. One percent is for an all-college information system, and 3 percent is for rationalization. Criteria were specified and the colleges were invited to compete to recapture their revenue. For St. Clair, this represented just under $1 million which was effectively cut from the operating grant. Another $4 million worth of cuts occurred in federal and provincial non-postsecondary programs. Another $5 million in government disbursed funds had been cut over a period of 15 months. This reduced gross college revenues from $73 to $53 million when all the reductions were

taken into account. While some of the reductions had been anticipated, the magnitude really only came to light in March 1997, which left just a few weeks to react.

At first it appeared that a large number of layoffs would be necessary. Fortunately, they were able to be kept to about the same number as the previous year and some of those were reduced through early retirement options. With little scope for administrative efficiencies to be made, four programs were affected: one was cancelled, three were restructured to make them financially viable.

In the first year, enrollment was at an all-time high in spite of the changes which had been made. This year, it appears that enrollment will increase incrementally. At the same time, curriculum quality has been enhanced in all existing programs, new programs have been introduced, programs are being realigned to reflect the labour market and preserve our 90 percent placement rate for graduates, academic articulations are being expanded with secondary schools and universities to facilitate student transfer, a comprehensive staff development and recognition initiative has been sustained and enlarged upon, postsecondary programming has been expanded in two branch campuses, and the information system infrastructure (Financial, Human Resources, and Student Information Systems) is being revamped and fully integrated.

A college student sponsored student centre is under construction and a student residence is planned. A focus has been placed on public and private sector partners and substantially larger quotas for direct sales of training are being pursued. International, Co-operative, and Distance Education initiatives, and alternative ways of offering innovative learning opportunities are being implemented as the college provides students and staff with universal access to knowledge: *The St. Clair Edge*.

Leading and managing a transformation which is driven by unanticipated, dramatic, and short-notice cuts in revenue is a significant undertaking. To keep focused on the future in pursuit of a shared, strategic vision is by itself a full-time task. To perform these two, conflicting acts together requires a strength of purpose and a clear understanding of the College Mission and Values: both by the board of governors in setting their directions and by the college in implementing them.

At St. Clair College, "We believe that students are our prime focus," is our first Value Statement. Student success is our goal. With these in mind, the faculty, staff, and administrators have made a commitment to produce the most effective and efficient learning environment possible, while suffering the burden of extra and new work. They each deserve to be recognized for the innovation and dedication they have brought willingly to the daunting task of making education and training quality enhancements with far fewer dollars. They also deserve a respite from funding cuts which are inhibiting the attainment of the strategic vision which is so important to the education, training, and prosperity of the learners and the economic development of the communities we serve.

—John E. "Jack" McGee, President
St. Clair College of Applied Arts and Technology

Entrepreneurism, for so long incompatible with the values of a publicly-funded college, is acknowledged as one of the means by which we will meet revenue targets, continue to focus on core business, and continue to survive and thrive.

Seneca College Discovers the Risks and Rewards of College Entrepreneurship in a Global Economy

For Seneca College, the designated community college serving the City of North York (one of six urban municipalities comprising Metropolitan Toronto), new financial realities confronting the provincial community college system in Ontario represented one of the greatest challenges of its 28-year history.

The entire college community was advised as to the severity of the cutbacks and the Seneca College Board of Governors adopted a comprehensive planning process to help the college adapt to reduced fiscal support in the coming years. Through consultation within the college, a three-year Action Plan was created by the college's vice-presidents, in accordance with direction developed by the board to maintain the quality of education, to provide long-term employment stability, to maximize revenues, and to produce balanced budgets.

There was also sudden need to reduce dependence on government, equip the college with new technology, and meet the growing demand for education and training.

Entrepreneurism, for so long incompatible with the values of a publicly-funded college, is acknowledged as one of the means by which we will meet revenue targets, continue to focus on core business, and continue to survive and thrive.

A key component of this newly adapted entrepreneurial strategy is to re-focus the entire organization to develop a global orientation and provide an education that will enable our graduates to succeed in a global economy. This means our curriculum must have an international orientation, that standards achieve an international level, and new partnerships extend the college's diversity. Students must graduate with an understanding of key international trends and with opportunities for further education and work around the world.

While in China in 1996, I met a group of students from the United States studying in Beijing. Sponsored by an American corporation, they were learning the language. This meeting confirmed my vision that, in the not-too-distant future, Seneca may require of its students a second language—Mandarin or perhaps Spanish—because it is just this kind of essential skill that will give them a competitive edge.

Seneca attracts students from throughout North America and from around the world. In 1996, the college recruited more than 700 full-time visa students, representing about 45 percent of the Ontario college system market share. In North York, and abroad, our international program offers courses and training to students and organizations from Asia, Africa, Europe, the Caribbean, and South America.

Seneca International has been created to expand international contracts and off-shore education with all profits being re-invested in the college. As a separate entity, all business risks are carried by the incorporated company rather than by the college itself. Seneca College can own all or the majority of its shares and thus retain full control of its operations.

In addition, Seneca International will establish, with partners, joint-ventured local schools that offer all or part of the curriculum of any Seneca College diploma or post-graduate program. Currently, two such schools are being developed in China.

New alliances are at the heart of the college's entrepreneurial activities. One of the most exciting is a partnership with Silicon Graphics (Canada) Inc., and other industry leaders, to create a Digital Media Centre. It is able to offer advanced 3D Digital Animation using the latest software and hardware.

This new way of thinking takes a new environment, starting at the top. The board of governors has to abandon any vestige of a "petty-cash mentality." Risk-taking implies mistakes; we must agree to learn from them and move on. The president needs to motivate people and encourage staff to stay on top of what's happening in the world.

I envision a radically changed system of colleges in Ontario in the next decade. The number of colleges (currently 27) and programs will be significantly reduced, and those that remain will be world-class and highly specialized—operating in both their geographic areas and on one another's campuses. Curriculum will be the responsibility of one institution whose accountability will be at the provincial level; standards will be those that are generally accepted world-wide for the discipline.

While the idea of entrepreneurship remains controversial, I believe that educators must travel this path. Fears of this new direction steering colleges into the wrong kind of programs can be laid to rest if we continue to ask ourselves one question: What are the best choices we can make on behalf of our students?

— Stephen Quinlan, President
Seneca College of Applied Arts and Technology

Humber College Re-Evaluates Priorities and Develops New Sources of Revenue

Recent cuts to funding by the Ministry of Education and Training have had a significant impact on all levels of education in the Province of Ontario, and because indicators suggest that funding for higher education will continue to be stretched, community colleges are having to re-evaluate priorities and find ways to develop and access new sources of revenue.

Last year, Humber College, in Toronto, faced a budget cut of 15 percent, a substantial amount considering the college's total operating budget of approximately $118 million. According to Humber President Robert A. Gordon, stringent priorities, which were set following wide consultation, determined where the cuts would be made. "It was absolutely essential that we maintain the academic integrity of the college. We did this by sustaining those programs with high graduate placements and employer demand," he says. "At the same time, we lowered first-year enrollment by 3 percent and cut back, where we could, on services. Throughout the entire process we tried to be very sensitive to the needs of staff and faculty so, essentially, it was an incredibly delicate balancing act."

Richard Hook, vice-president, academic, concurs. "We used learning standards as a priority to ensure that, while costs were reduced, academic standards as well as staff morale and motivation were maintained."

The consequence of the budget-trimming exercise on students was a major consideration. "The process challenged us to become much better at some things and forced us to re-think

certain options. For example, we're looking to accelerate the development of on-line course delivery in some programs," says Martha Casson, dean of registrarial services.

All agree that the influence of reductions on overall college operations has been considerable and living through a year with a 15 percent cut to revenue has resulted in increased pressure on staff and faculty. "But," says Kris Gataveckas, vice-president, business development, "there have been a number of positive outcomes, too. For instance, change often results in increased innovation, and that's been the case in many areas at Humber. It's been a wake-up call and it's forced us to face the fact that the 'business as usual' approach is no longer valid."

And, so, what about the future?

Exploring ways to generate new funding sources while remaining customer-driven are sure to become the guideposts for future considerations. Developing career and workplace-relevant courses and programs, adding to the fee-for-service program complement, and increasing the college's involvement with the private sector are just a few of the options being actively pursued. By becoming more focused and vigilant in its spending habits and by offering quality education to its customers, Humber College hopes, in the long-term, to achieve financial self-sufficiency.

President Gordon sums it up best: "We have to look to the future while meeting the needs of today. We also have to come to terms with the fact that the future can't be guided by those content to live only for today."

Grant MacEwan Faces Alberta's Postsecondary Challenges

In the spring of 1994, Grant MacEwan Community College, Edmonton, Alberta (and all of the public postsecondary institutions in the Province of Alberta), was given a 21 percent reduction in grant [provincial] funding to be spread over three years. The college prepared a three-year budget plan that included a 5 percent rollback of salaries and reduction of employee benefits. Concurrent with the reduction, the college applied for and was successful in receiving special "Access Grants" that enabled an enrollment growth of more than 27 percent over the same three-year period.

When I arrived as the college's new president in January 1997, there had been limited work on the budget for the forthcoming year (1997-98) and there was a projection of a $2.8 million deficit. There also was a "wish list" of requests that if added to the projected deficit would have brought the total shortfall to $7 million. Needless to say, the challenge was considerable and very distressing to staff, many of whom believed that after three years of cutbacks there would be no need to

make further adjustments. The following outlines the action that was taken to address the budget challenges.

The first step was to clarify the vision of the college. The board of governors was very supportive and the majority of staff recognized that the college needed more focus and direction. A 15-year vision was drafted in a conceptual format—sufficient to give direction and guidance in decision making around planning and budget issues—however, open enough to enable stakeholder groups to provide input.

A second and somewhat tangential step, was to establish a President's Council that would bring the key internal decision makers to the same table with the intention of creating more open and horizontal communication among the various departments and areas of the college. Third, the President's Council members developed a few principles that would be used in making the tough choices pertaining to the allocation of limited fiscal resources.

The fourth step in the process was critical—to develop a real three-year budget model that examined in some detail the revenues and expenditures that would be needed to move toward the vision. Related to the three-year plan was the importance of always being in the first year of the plan. In other words, having at least two years of planning in front of the year you are going into.

Fifth was the information sharing and idea generation process that involved numerous groups such as the Senior Management Forum and Management Forum. Input was also sought through internal newsletters, electronic mail communication, as well as open forums with the president.

The final step was to collate the ideas and analyze which ones would work with the vision. In addition to internal stakeholder groups taking on the challenge, the board through its various

committees also participated. The Board Human Resources Committee examined issues around human resource planning and development as well as contract negotiations. The Board Development Committee, which is primarily responsible for development of the board as a whole through retreat and orientation activities, has challenged the board to become learners. By incorporating information sessions at each board meeting on systemic and directional issues, the board has become more broadly focused on macro issues prior to voting on items.

Concurrently, the President's Council presented a series of recommendations to the Finance Committee. This has created an overall understanding of the long-range challenges as well as the plan for addressing them. The process culminated in a presentation of the financial plan to the board of governors at its May meeting.

In addition to financial challenges, other system-wide activities have impacted Alberta institutions. The Department of Advanced Education and Career Development has been working in partnership with the postsecondary institutions to develop a set of "Key Performance Indicators" (KPIs). This extensive project has been ongoing for a couple of years now and the first report on institutional outcomes will be published within the next few months. The categories covered by the indicators include: enrollment and instructional loads, program completion, transferability of courses, cost per student and contract hour, employment indicators, satisfaction indicators, demand and capacity, faculty instructional loads, and space utilization.

More than ten years ago, Grant MacEwan began its own internal examination of similar indicators. The KPI process has the promise of providing a greater range of system-wide comparative data than has ever been available before, which the college can use to benchmark its performance in the areas covered by the indicators with far greater precision. As is the case with every institution, we are awaiting the results of the first report with mixed emotions. While there are always opportunities for improving performance, a number of strategic and technical issues related to the KPIs must be addressed.

Alberta is also moving to a performance-based funding model based upon selected indicators that will reward an institution's performance in providing accessibility, quality, and relevance to learners at the lowest possible cost. This funding mechanism consists of two main parts: a general operations grant to fund program delivery, administration, and general capital requirements; and, performance-driven "envelopes" of funds that reward performance and act as incentives to meet specific objectives. Envelope funding is proposed to support objectives in such areas as performance, accessibility, technology integrations, and capital investment.

In summary, while we do have a number of challenges to face, Alberta's economic outlook is bright. We have one of the best educated and most highly skilled workforces in Canada. Alberta also has the highest adult participation rate in lifelong learning — over 40 percent of Albertans take advantage of learning opportunities through a diverse range of courses and programs.

—Paul J. Byrne, President
Grant MacEwan Community College

Keyano College Focuses on Maintaining and Expanding Student Access and Enrollment

In April 1997, the Keyano College Board of Governors adopted a $24 million balanced operating budget for 1997-98. The budget incorporated several new programs, enhanced levels of services offered to students, maintained all current programming, and added 84 new student placements in the apprenticeship division. Overall, staffing levels remained at the current level.

According to Dean Wood, acting president of Keyano College, Fort MacMurray, Alberta, budget planners were faced with the challenge of positioning the college to maximize

accessibility and opportunities for students on the heels of a three-year, 21 percent provincial funding reduction.

"The process was very difficult because there were no areas where significant savings could be realized that had not been dealt with during the past three years," said Wood. "We needed to ensure that the college was well positioned to respond to Alberta Advanced Education's three-year business plan based on accessibility, responsiveness, affordability, and accountability. I believe we accomplished that objective through the budget plan," said Wood.

The resulting $24 million budget will serve the needs of students with minimal impact upon staff. Seven positions were abolished through the budget process and seven other positions were created.

Board Chairperson Kjersti Powell acknowledged that there are employees who will be affected through the process. "Although we have minimized the affect on staff and still managed to emerge well positioned to meet the needs of students, there is a human element that is very difficult to deal with through this process," she said.

Powell recognized the revenue generation initiatives that have played a significant role in the college's efforts to maintain programs and services to students. Tuition fees increases of $238 coupled with a projected 3 percent increase in full-time equivalent students will generate an additional $89,000, she said.

"We anticipate client specific training initiatives will result in about $250,000 in net revenue. This revenue, coupled with ancillary services continuing to increase their contributions to the college, has had a very positive effect on our ability to deliver quality programming and services in the region and beyond," said Powell.

As an example of continuing reduction in ancillary operations, student housing has achieved self-sufficiency in both operational and capital areas.

Wood said the apprenticeship intake expansion is directly related to regional economic growth. Enhanced services in the area of student advisement will be accomplished with new support staff positions. Wood indicated that effective May 1997, the Alberta Apprenticeship Board transferred all student administrative functions to colleges and technical institutions.

A newly created faculty position "will assist Keyano in advancing our curriculum and delivery systems to a new level in learning through technology integration," said Wood. "The college's technology integration plan has identified a model whereby faculty members will receive release time to lead and assist other faculty members in developing curriculum using technology," added Wood.

The student athletics and recreation areas will also undergo a restructuring process that will result in a wider variety of health, fitness, and lifestyle services being offered to a broader range of students. A variety of life skills courses will also be developed and offered through Lifestyle Services to increase student retention and student academic success, said Wood.

Even though Kwantlen remains, per capita, the least expensive institution to operate in British Columbia's postsecondary system, we will endeavour to find new sources of revenue to supplement our government grants.

Kwantlen Seeks New Sources of Revenue to Fulfill Provincial Goal of Affordability

Kwantlen University College, Surrey, British Columbia, has launched access initiatives which will reduce costs, but other new initiatives will increase costs. Overall, the provision of postsecondary education is increasingly expensive. Still, the costs of providing our communities with postsecondary education opportunities are much less than the costs of not doing so. Unemployment, crime, ethnic intolerance, and other costly manifestations of social malaise are all closely associated with low participation rates in postsecondary education. For these reasons, Kwantlen is committed to keeping tuition fees comparable to the system average.

Even though Kwantlen remains, per capita, the least expensive institution to operate in British Columbia's postsecondary system, we will endeavour to find new sources of revenue to supplement our government grants. The following business and philanthropic development initiatives all aim to reduce our dependency on these grants:

Accounting: We will develop separate accounting for our business development activities so we can track these in a more complete and timely manner than "not-for-profit" accounting allows.

Continuing Education: The Continuing Education Department will continue to fulfill its role of providing lifelong learning opportunities at a profit. We will use this profit to augment Kwantlen's general revenues and to develop new revenue generating products.

We will also investigate integrating Continuing Education students more closely with Kwantlen's "mainstream." This investigation will have two components: The first will consider integrating Continuing Education's current registration system

(Compass) with Kwantlen's main registration system (Banner). This will allow better student and financial tracking. It will also give us a database of prospective Continuing Education and credit students. The second component will consider the advantages and disadvantages of giving Continuing Education students greater access to mainstream student services and using their courses as pre-approved components of Prior Learning Assessments for credit courses.

Facilities Utilization: This initiative is also part of Kwantlen's determination to do more with less. The task of finding and booking space for Kwantlen's own users had been done campus by campus and by a variety of people in different departments. We consolidated this work under the Continuing Education department and also began to rent our spare capacities as a means of off-setting the cost of booking rooms. We will continue to develop this function by 1) finding software to schedule and track the use of all facilities, 2) investigating ways and means of scheduling classes to free more space for both internal and external use, and 3) finding new ways of generating facilities revenues without disrupting Kwantlen activities.

Contract and Customized Training: This is another revenue generating initiative. This team assists both public and private sector clients with organizational change initiatives and occupational training. This team will concentrate its marketing efforts on projects that help us make social contributions at a profit. We will pay particular attention to assignments that involve welcoming diversity, career transitions, and management and leadership.

Curriculum Publishing: We launched this initiative because it offers the greatest potential of generating enough profit to significantly reduce our dependency on government grants and student tuition. We are concentrating on curricula that can be leased and that can be distributed electronically. This strategy will avoid the major problems associated with conventional publishing: the need to continually sell new products to existing customers, the need to pre-produce and stock large inventories, and the need to transport those heavy, bulky inventories over large distances.

This initiative will offer millions of dollars of profit potential over the next five years, but it will also require heavy investments over the next two years. To minimize these investments, we will use two strategies. The first will concentrate our efforts on one pilot project, Public Safety Communications. Careful documentation of our successes and mistakes will build systems, infrastructures, and protocols to use on future projects. This will enable us to bring future projects to fruition much more quickly. It will also create a significant "entry barrier" to would-be competitors. Our second investment minimization strategy will be to investigate partnerships with international publishers and industry associations. These partnerships will involve cost, risk, and revenue sharing.

Corporate Partnerships: We will also continue to seek out opportunities for corporate partnerships in other fields. Our criteria for corporate partnerships include at least one of the following: profit potential, student or graduate employment, and societal contribution.

Fund Raising: We raise funds through the encouragement of corporate and individual gifts for the following purposes: scholarships and awards, library acquisitions, educational technology, and facilities. We intend to add discretionary categories that will allow us to fund such things as student travel to educational competitions and unfunded research.

We have successfully mounted a variety of annual giving campaigns over the last six years. We will be complimenting these activities with Planned Giving, Charitable Foundation, and Capital Campaigns.

We will establish a Board of Governors Fund Raising Committee and investigate the pros and cons of establishing a separate foundation.

We will establish alumni activities in order to build a base for an alumni appeal. We will ask this year's graduates to make modest gifts to this appeal.

University College of the Cariboo's Goal—Providing High Quality, Accessible Education

Budget cuts can hit a growing, degree-granting institution like the University College of the Cariboo (UCC) in Kamloops, British Columbia, pretty hard. As a learner-centered university college building a reputation for unique, quality programs, UCC strives to improve access to postsecondary education, not curtail it. When faced with fiscal shortfalls, the first instinct has therefore been to protect the student. A tuition freeze in British Columbia for the past two years has ensured that fees don't rise to finance operations, but that's only part of the story. UCC's challenge has been two-fold: to increase both access and programming, while decreasing costs and generating revenue.

Well, we looked around to see what we had at hand: our location in the centre of a resource-rich region, the community that has developed around and with us, and the expertise of our faculty, staff, and coordinators. We also considered what "doing more with less" really means. Sometimes, it means taking the programs we have already developed and finding new applications for them to increase revenue. Other times, it means enhancing student success—not a moneymaking proposition, but one with strong benefits for both our institution and our graduates. Examining our context has helped us to determine and establish "niche markets," allowing us to design and offer programs and courses with revenue-generating potential.

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In an area where mining, forestry, and agriculture still provide our major economic base, industry partnerships were a logical and available revenue-generating option. Increased environmental awareness and corresponding changes in legislation prompted new ways of managing our forests and opened up new training opportunities. UCC moved quickly to investigate and develop training partnerships with industry, with such success that former BC Minister of Skills, Training and Labour Dan Miller commended us for leadership in Forest Renewal BC training partnerships.

UCC's Advanced Technology and Innovation Centre (ATIC), has a mandate to facilitate the linkage of UCC faculty expertise in Applied Industrial Technology, Business and Computing, Marketing and Entrepreneurship, Science and Health Sciences to business and industry. This body, established before federal budget cutbacks, has fostered partnerships between high-tech industries in the interior and UCC.

Unique programming is another factor that has helped UCC to remain competitive. Some of the programs that set UCC apart and guarantee consistent enrollments are the Animal Health Technology diploma, Respiratory Therapy, Events and Conventions Management, and Resort and Hotel Management.

UCC has had a thriving international program since the 1980s, hosting international students, mostly from the Pacific Rim, but from many other countries as well. Through such avenues as our Cariboo Management Centre and Applied Industrial Technology Division, UCC has also offered training programs in other countries under international development contracts for such projects as forestry in Indonesia, nursing in Hong Kong, business in Thailand, and the like. Some projects are undertaken by UCC in partnership with other colleges or agencies, and in others, UCC is the sole implementing institution.

"We don't have all the answers," emphasizes UCC Board Chair John Harper. "We've had to rearrange our institution around restricted finances, and this has resulted in having to lay off a few people. UCC is extremely lucky however, to have a dynamic faculty and administration. Despite the many challenges faced due to cutbacks and layoffs, these people have made time outside of their normal schedules to develop new programs, and examine ways of doing more with less."

It's a brave new world out there, and UCC means to make the most of it—while furthering our goal of providing high quality, accessible education. ■

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Making Policy That Makes a Difference

by Cindra J. Smith and Jim Lussier

The ultimate test of the effectiveness of any governing board is the effectiveness of its institution. The best community college boards of trustees concentrate on the questions, "What is it that the institution is supposed to achieve? What difference should the college make for its students and community?" Effective boards adopt policies that define the intended results of the institution and then monitor their colleges' progress toward those results.[1] Boards that are most successful in their policy and monitoring roles are future-oriented and strategic in their thinking, understand their communities and their colleges, and strive for consensus on the board.[2] They profit from the unique contributions and value of the people we call trustees or directors, and their colleges profit from the contributions and value of the board.

Cindra J. Smith is director of education services at the Community College League of California. This article is based on dissertation research completed for her doctorate of education degree from The University of Texas at Austin. Jim Lussier served as a member of the Central Oregon Community College Board of Directors from 1978 to 1997, and is the president and CEO of St. Charles Medical Center. He was recently appointed to the Oregon State Board of Higher Education. He also serves as an ACCT Policy Governance facilitator.

In order to help the people on boards best perform their policy-making and monitoring roles, John Carver designed the Policy Governance™ model of board leadership.[3] The principles of Policy Governance provide a structure in which trustees are primarily concerned with the "ends" of the institution (the difference colleges make for their communities — what benefits are produced for whom and at what cost). The model's principles and policies guide boards into being future-oriented and knowledgeable about their communities and colleges. Policy Governance both strengthens the board's role and reinforces the delegation of authority to chief executive officers.

In 1992, the board of directors of Central Oregon Community College (COCC) became the first community college board in the United States to adopt Policy Governance. John Carver worked with the COCC board members and senior administrators to help them draft new policies and design new governing processes. As a result of implementing Policy Governance, the board is stronger, trustees focus on the effectiveness of the institution, and the president and staff have clear direction and authority.

About the College

Central Oregon Community College is a comprehensive community college serving a 10,000-square-mile area in central Oregon, most of which is rural. The governing board consists of seven members elected by area. The college's main campus is in Bend, the largest community in the region, and there are outreach centers in seven smaller communities. Approximately 3,100 students enroll in credit classes and 3,100 in non-credit programs.

In the last decade, a number of external and internal trends and pressures required the board and staff at Central Oregon Community College to adapt to changes, shift priorities, and create new programs. The trends include the need for workforce and economic development, increased use of technology and telecommunications, the need for increased access to higher education throughout the region, increased desire by faculty for more involvement in decision making, the need to upgrade old and build new facilities, and significant reductions in public funding.

Adopting Policy Governance

Why did the board decide, in Fall 1992, to adopt Policy Governance? The trends listed above required creative, bold responses from the board, administration, and faculty. Board members felt they had been in a reactive, detail-oriented role and wanted to move to a proactive leadership role. Robert Barber, who had been president for 18 months, supported a governance model that would both strengthen the board and provide an environment in which the college could be flexible and responsive to change. Together, the trustees, president, and senior staff determined that Policy Governance would meet their

needs. Significant leadership was provided by Jim Lussier and Kate Van Voorhees, two board members who were willing to expend additional time exploring the model's concepts and their applicability to the COCC Board; they became strong proponents and advocates for its implementation.

Fully implementing Policy Governance required the Central Oregon Board to rewrite and operate under new policies. (Policy Governance boards have four categories of board policies: Ends, Executive Limitations, Governing Processes, and Board-President Relationship. These categories replace the traditional ones in community colleges, such as governance, administration, academic affairs, student services, personnel, community education, finance, etc.). In early 1993, new policies in three of the four categories were adopted, resulting in 18 pages of policies that replaced a 270-page manual.

The COCC trustees began work on their Ends policies in September 1993. They developed draft statements which were then used as the framework for a college-wide planning effort. College personnel were responsible for identifying specific expectations and the benchmarks and measures that would be used to monitor progress on the Ends. After extensive review and discussion, the Ends policy (see box) was adopted by the board in February 1995.

The overall impact of this full-college participation has been clarity for the entire staff about the important business of the college, a focus on core purposes which had never before been articulated, and an alignment of resources to support the Ends and ensure their realization. The Ends policy development process truly forced the entire organization to concentrate on its core mission and purpose.

Central Oregon Community College Ends Policy

A. Mission

Central Oregon Community College will be a leader in regionally responsive and globally current adult lifelong education for Central Oregon.

B. Vision Statement

Because of COCC, Central Oregonians will . . .

- Be a district-wide community that holds lifelong education as a value and promotes ongoing professional growth and personal development for the adult population;
- Be able to connect actively with other communities, the state, the nation, and the world in order to attain both locally strong and globally responsible perspectives;
- View education as integral to a sense of well-being; and
- Look to COCC to lead the region in the achievement of these ends.

C. Ends Statements/Goals:

Because of COCC, the community will . . .

1. Have an employable adult population with the work-force skills necessary for employment at a family-wage level.
2. Have opportunities for adults to successfully pursue training and education at and beyond the community college.
3. Be linked with regional, national, and global information systems.
4. Have a vital economic and business climate.
5. Have access to opportunities for cultural, environmental, and wellness enrichment.
6. Demonstrate an attitude of flexibility and responsiveness to regional, national, and global change.
7. Demonstrate a spirit of collaboration and mutual purpose among Central Oregonians to achieve a shared vision.
8. Be a community which supports diverse populations and models tolerance.

Effect of Policy Governance on the Board

Policy Governance required that the board recognize its summary responsibility to direct and lead the college. Trustees, administrators, and staff believe that the board adds great value by representing the community in creating a definition of the desired future and the intended results of the college, and by requiring an effective college response to community needs. The board members are viewed as informed leaders who provide strong support for the college through their leadership and advocacy for the college in their local communities and to state agencies and the legislature.

Over the five-year period of implementing the model, the meetings of the governing board changed in format and content. The board now concentrates on broad policy issues and has increased the time it devotes to discussing trends and long-range goals. Board meetings consist of a short business meeting each month and longer work sessions once each quarter. The consent agenda has expanded to include all legally-required approvals, as well as routine information about college activities and educational issues. Through a major restructuring of the agenda by the board, its meetings moved from a litany of reports and approvals to in-depth deliberations about the future educational needs of the region, the mission and major programs of the college, and the overall contributions of the college to the communities and people served.

Implementing Policy Governance has required that the COCC board members, administrators, and staff revise their expectations and assumptions about their roles. Breaking old habits and changing the way they relate to each other and prepare for board meetings has required deliberate effort and attention to their governing process policies, which contain criteria to guide trustees' and staff members' behavior.

Effect on the College

The most exciting impact of the new approach to board governance has been on the college itself. Implementing Policy Governance has facilitated shifts in priorities and the creation of new programs in response to regional trends and needs, and has increased the importance of planning and institutional effectiveness. The model's principles are also creating changes in the way the institution functions and in the culture of the college.

New Programs and Shifts in Priorities

The Central Oregon Community College Board's Ends policies have shifted educational emphases at the college. The board holds the staff responsible for allocating resources to programs and services which achieve and reinforce the Ends. Specific changes include:

Business, Community, and Economic Development. Central Oregon Community College has been known as a traditional, academically-oriented institution. However, the Ends policies now state that the college's region will have an employable adult population, access to training, and a vital economic and business climate. Therefore, administrative responsibilities have been shifted in order to free a vice president and other staff members to create and strengthen community and economic development programs. One of the most significant and exciting new efforts is a partnership with area schools, government, and industry that is resulting in the construction of a workforce development center near the Redmond airport, 30 miles north of Bend. Under Policy Governance, the board provided clear direction and a structure in which staff members were able to confidently and expeditiously negotiate complex alliances and agreements with representatives from local governments, school districts, the Federal Aviation Administration, and business and industry.

The most exciting impact of the new approach to board governance has been on the college itself. Implementing Policy Governance has facilitated shifts in priorities and the creation of new programs in response to regional trends and needs, and has increased the importance of planning and institutional effectiveness.

Access to Higher Education. One of the Ends policies commits the college to ensuring access to education at and beyond the community college. In response to community pressures, college offerings have expanded to locations throughout its region, and the college is developing distance education services to increase access to courses on the main campus. No comprehensive baccalaureate-level institution exists in COCC's region, although some upper-division courses have been offered in partnership with universities outside the region. However, to expand the offerings and ensure consistent access, the board voted to seek legislative approval to establish Cascadia College, which would offer upper-division courses under the governance of the COCC Board. Policy Governance is credited with enabling this concept to move forward. As one board member stated, "I can't imagine a board that feels stuck in the details of daily functioning of the organization ever having the power and vision needed to do the Cascadia project. Based on our assessment of what the needs and wants are in Central Oregon, this is what makes sense, so we are going to move forward."

Technology and Telecommunications. Another Ends policy establishes a priority that the community be linked with regional, national, and global information systems. This priority ensured that, despite significant budget cuts, resources were provided to develop and implement a technology plan. Computers and networks have been installed, faculty and staff training programs have been instituted, distance education facilities created, and as a result, access to computer training and regional, national, and global information systems have been provided for the community.

Organizational Functioning

Policy Governance has not only affected college programs, but is also facilitating changes in the way the college functions. Changes include a stronger emphasis on planning and accountability, increased administrative flexibility, and shifts in delegation and decision-making patterns.

Planning and Institutional Effectiveness. The board-established Ends policies force internal planning processes to be linked with external community needs and trends. As stated earlier, the Ends policies frame the college's long range plan; each Ends policy is supported

by goals and achievement expectations, as well as the benchmarks and measures used to measure institutional effectiveness. All of the information systems needed to comprehensively evaluate the effectiveness of the institution have not yet been developed; however, the fact that regular progress reports on each Ends policy are made to the board has fostered an attitude of accountability. As one administrator said:

> To me it feels as if we are making decisions in a more measured way. The board has more criteria up front. In the old way, something would go wrong and the board would react. This way, the criteria are established and we can point to them. It has improved the way the system has functioned outside the classroom, and while the benchmarks and measures haven't directly improved what goes on in the classrooms [at this time], they have brought about an institutional change which has allowed classrooms to improve themselves.

Staff Flexibility and Authority. Another positive result of Policy Governance has been increased administrative flexibility, which, according to board members and administrators, has resulted in increased productivity. Board approval of staff plans has been virtually eliminated—reports to the board are focused not on day-to-day activities but on the major efforts to achieve the Ends. Staff lines of authority and responsibility have been clarified. The principle in Policy Governance that the board defines ends, delimits means, and delegates full authority and responsibility to the chief executive to run the college, is being repeated throughout the college. Adherence to that principle not only strengthened the board's relationship with the CEO, it is affecting administrative behavior. The president delegates authority to senior administrators to achieve the Ends within the Limitations policies. Administrators tend to operate with their staffs in the same manner by more clearly establishing goals, setting parameters, and delegating authority to those they supervise. As a result, administrators and some staff members feel more empowered and report a better understanding of how their efforts fit into a larger framework. In addition, faculty and staff have expanded their involvement in college decision-making processes.

Climate of Change. The culture on the board and in the college is shifting to include values that support future-oriented thinking and a willingness to adapt to and facilitate social, economic and cultural change. Governing board members' adoption of a future-oriented role and a mindset focused on external community trends and needs has set the tone for the rest of the college. A positive approach to change has been facilitated by the clear direction established by the Ends policies, and the support for creativity and initiative within the broad, clear Limitations policies. For instance, responding to reductions in state funding for Oregon's community colleges has been facilitated because of the clarity of direction and willingness to adapt to change. The board and staff are now in a much better position to effectively use existing resources and to seek new ones to better serve its region.

Summary

Implementing Policy Governance resulted in the COCC Board becoming much more visionary, proactive, and externally focused. The linkages between the community and the college have been strengthened, and the trustees are much stronger advocates for the college in their communities and state. The board-established Ends policies define the direction for the college and drive program development and resource allocations. The college president, administrators, faculty, and staff have more authority and flexibility to implement programs to achieve the Ends. New programs and shifts in priorities are addressing a number of important current and future needs, including community, economic, and workforce development; increased use of technology; and the need for increased access to education.

The ultimate strength of the Policy Governance model is that it requires the board to assert its ultimate responsibility for how well or poorly the college meets the educational needs of its community. It gives the board practical tools to direct the college in carrying out this stewardship function. As that happens, another benefit is realized. Everyone associated with the college realizes that while leadership and value begin with an effective, proactive, positive board of directors or trustees, those qualities soon must be standard throughout the entire institution. Effective boards set a completely new standard for the entire college family. ■

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Washington Colleges Find Focus Groups Define a Sharper Image

by Bruce Botka and Karen Jones

Since 1989, two-year colleges in Washington state have been testing public perception of their mission and performance. Through the efforts of the trustee-funded SMART Investment campaign, material gathered in a series of surveys has helped colleges increase local and legislative support for their programs, system budgets and policy priorities.

By providing a system-wide focus for community and technical college communication and marketing efforts, the SMART Investment program has enabled the system to conduct coordinated public information efforts that promote statewide objectives, while individual colleges carry out community relations and marketing campaigns that meet their specific local needs. By pooling their resources, the colleges have been able to undertake statewide projects that would be beyond the scope of any individual institution or district.

The last statistical survey was conducted in 1994 (*Trustee Quarterly*, Winter 1995) and advanced some key findings:

- Those who considered themselves familiar with the colleges (71 percent) were significantly more likely to rate the quality of education as good or excellent than those who were unfamiliar.
- Those who were experienced or familiar with community and technical colleges were more supportive of the system than were those with less awareness.
- Questions relating to the effectiveness of college programs or the colleges' use of state funds produced large "undecided" or "don't know" responses.
- Poll respondents ranked helping students learn job skills (91 percent), offering affordable tuition (87 percent), and providing greater access to higher education for Washington residents (83 percent) as most important.
- Between 1990 and 1994, public recognition of and support for the job training mission of the two-year colleges increased substantially.
- By a five-to-one margin, Washington adults supported the use of a portion of collected unemployment taxes to finance job retraining programs.
- While they supported increased state funding for two-year colleges, residents opposed increasing tuition by more than a three-to-one margin.
- The quarterly class schedule remained the leading source of information about community and technical colleges.
- One of four adults wanted more information from the colleges.

SMART committee members—college trustees, presidents, public information officers, and members and staff of the Washington State Board for Community and Technical Colleges—decided it was time to hang some meat on the statistical bones and ask the question "Why?"

The centerpiece of the SMART Investment program for 1995-96 was a series of ten focus group meetings with community leaders around the state. At each meeting, local leaders representing a cross-section of business, labor, local government, economic development, and community organizations shared their candid opinions about a wide range of higher education issues.

The ten focus group meetings, each of which involved six to 12 participants, were conducted during the fall and winter. A consultant served as the moderator at each session. At every meeting, the participants were quite supportive of community and technical college priorities, especially in the area of job skills training. In general, the focus group results strongly confirmed the findings of the 1994 statewide survey and fleshed out the shared opinions.

Bruce Botka is director of college relations for the Washington State Board for Community and Technical Colleges. Karen Jones is assistant to the president for college relations, Lower Columbia College, Longview, Washington.

Focus Group Findings

- The more community leaders know about two-year colleges, the more supportive they are. The reverse is also true; the less they know, the less likely they are to support the programs or to have realistic expectations about what the colleges can do.
- There is substantial evidence that a key audience—"opinion leaders" in communities all over the state—has large gaps in its knowledge of the colleges' programs and priorities. This suggests a strong need for targeted public information campaigns by the local colleges.
- The job/career preparation focus of the two-year colleges was emphasized as the top priority for community and technical colleges, especially when compared with the mission of four-year universities. When asked to rank the importance of a variety of system priorities, participants established the following ranking: job skills training, accessibility, workforce retraining, affordability, basic skills/literacy, academics, college responsiveness, and flexibility.
- Two-year colleges' responsiveness to the changing needs of their communities was consistently praised by focus group participants, especially when compared with four-year institutions.
- While they strongly supported college programs to retrain laid-off workers and acknowledge their effectiveness, community leaders were divided about the use of state unemployment trust funds to pay for retraining. The Legislature was scheduled to conduct a sunset review of the workforce training programs and funding during the 1997 session.

Focus Group Recommendations

- Colleges should take advantage of the strong support for their job training mission and position themselves as "skills centers" dedicated to providing a complete range of education and training services.
- Communication about job retraining programs should include basic background information aimed at people who don't know much about the programs and should use success stories to illustrate the scope and impact of the colleges' efforts.
- Colleges should develop focused public relations products or use existing pieces in a more targeted fashion to provide information that is of special significance to community leaders.
- Participants want and need more accountability data—degrees granted, job placements, spending patterns, and other "big picture" information. Many community leaders want to have more personal contact with college personnel, especially at local civic forums, and to see evidence of colleges' vision of the future and its needs.
- Colleges must minimize the use of education jargon that limits the effectiveness of their communication efforts. A significant focus group finding is that even relatively well-informed people often misunderstand the meaning of educational terms, including such concepts as "accessibility," "workforce training," "adult basic education," and "flexibility."

SMART, The Next Generation

College administrators—especially the public information officers—routinely use the research findings outlined above to guide their community outreach and legislative efforts. Many colleges now produce "impact" brochures that respond to community leaders' desire for information about the results of college activities. Others have added a wide range of information in their quarterly class schedules.

Findings from the focus groups were especially important as the colleges prepared for the 1997 legislative session. Continuing SMART Investment activities will use the results of the public opinion research to develop communication programs aimed at increasing public support for several key initiatives by the colleges, including workforce retraining, educational technology improvements, increased enrollment, and overall funding. A half-hour television documentary about the job retraining effort is being produced for broadcast on community-based cable television stations and locally operated public interest broadcast stations.

Lawmakers are increasingly aware that community and technical colleges are "good politics"—a development that has translated into solid legislative successes. For example, in 1995, the system received a special $17.8 million appropriation to improve its educational technology resources. During the 1996 session, a proposal to build an interactive telecommunications network for Washington's four-year universities was quickly rewritten to include all 32 community and technical colleges after legislators realized the two-year colleges were not part of the original proposal. The coordinated action promoted by the SMART Investment program has had a large impact on the system's ability to effectively communicate its legislative priorities. ■

Is There a Place for CEO Severance Pay in Community Colleges?

BY
WILLIAM A. WOJCIECHOWSKI

The decision to change CEO is often traumatic for boards of trustees. In addition to the stress caused by the decision and the possibility of a period of turmoil for the college, a great deal of expense can be incurred. The expense generally comes in two parts: the amount spent to conduct a successful presidential search, and the amount spent on severance pay.

It may come as little surprise that some of the more highly paid CEOs collect compensation after being relieved of their duties. Some community college boards appear to have little trepidation in providing compensation for CEOs who are released after only a year or two on the job. There is some irony in the fact that severance pay often serves as a reward for poor performance rather than a form of protection for highly principled, competent CEOs who take risks to achieve notable progress.

The phenomenon of large severance payments for what appears to be poor performance has existed in corporate America for some time. The business sections of newspapers and articles in leading financial journals seem to indicate that failing CEOs are getting lucrative financial payouts as they exit. The companies and their stockholders are the real losers.

Why are contract provisions for severance pay necessary? Is there a place for them in community colleges?

Managing a multi-million dollar operation today, especially in the public sector, carries many risks. The same risks faced by corporate executives equally apply to hospital CEOs, government executives, and college and university presidents. Dealing with the complexities of law, finances, collective bargaining units, and irate taxpayers takes bold leadership, astute management of resources, and a clear vision. The challenges are significant. In the public sector, the risk is even greater than in the private sector, because boards and commissions change as frequently as elections are held. Oftentimes, the CEO is the only real stability an institution has.

With that in mind, the main purpose of severance arrangements should be to protect risk-taking CEOs from being removed for doing what is necessary to lead their colleges successfully. Successful CEOs have been released because: they had the courage to disagree with their boards over what was sound educational policy; they tried to improve the quality of the institution by curtailing or eliminating longstanding but unproductive programs or services; they found themselves embroiled in a local political issue by dealing with a conflict of interest; they were used as a scapegoat because the board found it easier to release the CEO than to deal with a sensitive community issue.

Another good reason for an excellent severance arrangement is as a recruiting incentive to bring to a highly volatile situation an experienced CEO who can change the situation quickly. In those kinds of situations, the severance package acts as a deterrent to protect the CEO from being removed for reasons unrelated to his or her performance, especially during the first two years of employment which many consider as the most critical period.

William A. Wojciechowski is president of Pratt Community College in Pratt, Kansas.

Failure to communicate effectively is probably the primary reason for a board wanting to sever its relationship with the college CEO. CEOs often go throughout their tenure without a formal performance evaluation, thus never having full knowledge of the board's expectations. Oftentimes, a board's frustration with it's CEO's performance reaches the critical point, and the result is a termination action rather than any attempt to deal constructively with the issues underlying the performance.

The experienced CEO wants his or her performance validated continuously through formal and informal feedback and is not the least bit threatened by a formal evaluation system. The responsible board requires an annual evaluation of its employees by their supervisors, and as the CEO's supervisor, the board models responsibility by a formal evaluation of its CEO.

How does a board of trustees avoid getting itself into a situation where severance pay will be required? Prevention is the key to avoiding such a situation and that prevention starts at the time of hiring. In today's complex business and educational environment, a board must take the time and pay the expense to conduct a thorough CEO search. Regardless of whether the board undertakes its own search or uses a professional service such as that offered by ACCT, hiring will take three to six months and incur considerable expense. The board's responsibility, regardless of the method, is to assure careful evaluation of CEO candidates and careful checking of references. There is no substitute for personal verification of key references by the trustees themselves. Boards intending to hire a new CEO should visit the candidate's present situation and conduct key reference checks on site, in person.

The focus of the board should be away from severance pay and towards creating incentives for successful performance. This proactive approach is a positive step toward building stronger board-CEO relationships during their earliest stages.

Once a decision is made to hire, and the terms of the contract are agreed to verbally, the board should have its attorney write a formal contract that states in clear terms all severance provisions. These should be discussed with the prospective CEO who should be encouraged to have his or her attorney review the entire contract. This procedure ensures that the board retains, unhindered, the legal right to remove an ineffective CEO without the accompanying award of severance benefits. Also, this same procedure ensures that the CEO is entitled to due process in knowing, firsthand, the allegations leading to such action and the opportunity to present evidence to the contrary when it exists.

The focus of the board should be away from severance pay and towards creating incentives for successful performance. This proactive approach is a positive step toward building stronger board-CEO relationships during their earliest stages.

Growing federal intrusion into higher education management, financial challenges, reduced funding, and a host of legal complexities are making the demands on CEOs more difficult. These are also good reasons why boards should give more consideration to rewarding highly competent and effective CEOs and be less willing to provide severance pay to those whom they must remove. Care in screening, care in nurturing, and care in rewarding CEOs will lead to positive outcomes and a better future for community colleges. ■

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17–19
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August

7–9
Iowa Association of Community College
Trustees Annual Conference
Marshalltown, Iowa

September

18–19
North Carolina Association of Community
College Trustees Leadership Seminar
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18–19
Pennsylvania Commission for Community
Colleges Semi-Annual Board Meeting
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19
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George B. Vaughan and Iris M. Weisman

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Opinions expressed are those of the authors and not necessarily those of ACCT.

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FEATURE

WOMEN ADMINISTRATORS IN COMMUNITY COLLEGES:

Confronting the Glass Ceiling

A recent study confirms that women are in the pipeline and have aspirations for higher level positions. However, women administrators face barriers to achieving top leadership positions. Trustees should be aware that there are qualified women candidates for leadership positions and should be alert to prevent discrimination in hiring, promotion, and salary. While this study focuses on one state, the findings echo national figures in many areas and provide a picture of the glass ceiling confronted by women administrators in community colleges across the country. For example, figures gathered about women CEOs by ACE's Office of Women in Higher Education (below), show that women CEOs are only 16 percent of all CEOs, a figure which includes women in acting and interim appointments, and CEOs of branch campuses with titles such as provost or campus dean. Using AACC's figure of 1,581 two-year colleges and branch campuses, women CEOs of two-year community colleges equal only 12 percent.

Institutional Type	1975	1984	1992	1995
Private	**132**	**182**	**184**	**237**
Four-Year	98	134	154	199
Two Year	34	48	30	38
Public	**16**	**104**	**164**	**216**
Four Year	5	32	58	78
Two-Year	11	72	106	138
Total Women CEOs	**148**	**286**	**348**	**453**
Total Number of Institutions[1]	2,500	2,800	3,000	2,903
Percentage of Women CEOs	**5%**	**10%**	**12%**	**16%**

Source: American Council on Education, Office of Women in Higher Education, Fall 1995

[1] Before 1995, data from NCES and COPA. By 1995, ACE's presidential database was used. Number of institutions should be considered close estimates.

ADMINISTRATORS IN NORTH CAROLINA COMMUNITY COLLEGES:
A Comparative Study by Gender

by Rosemary Gillett-Karam, Kathryn Baker Smith, and Johnnie Simpson

Preface: The Study in Context

In 1993, the Women Administrators in North Carolina Higher Education (WANCHE), a subsidiary of the American Council of Education, launched a three-part study of the process of advancement and support of women in higher education. The University of North Carolina System General Administration sponsored the first survey. Judith Pulley, associate vice president for academic affairs, General Administration, University of North Carolina, conducted the study of women administrators of the 16 campuses and the general administration of the University of North Carolina System. These results were published, and generated some discussion.

President C.D. Spangler responded to the results of the survey (all major newspapers carried the story) saying that changes would be made immediately in the University of North Carolina System. Attention would be focused around disparities between men and women in administration. His actions served to increase the visibility of women at the system level, and to increase the number of women appointed to system level positions. He also emphasized to the Boards of the 16 campuses that he expected to see women nominated for upper level positions and chancellorships. In April 1997 there were three female chancellors in the University of North Carolina System. The Board of Governors in April chose a woman to succeed C.D. Spangler as head of the University System.

In 1995, the community colleges were to be surveyed in turn to create a total picture of women in higher education administration in North Carolina. However, personal and professional responsibilities of those who had volunteered to conduct the study intervened, and it was not until 1996 that the study could be conducted. It is only in 1997 that the results have been compiled and made available for review. The community college study was of considerably greater magnitude than the previous studies simply because there are so many more community college institutions (58) than either University System institutions (16) or participating private institutions.

This report is the final report in the three-part series.

The Factual Record

As background to the findings of the study (responses from approximately 51 percent of people in the survey population), it is appropriate to publish here some of the actual data from the database maintained by the Community College System Office (NCCCS).

The data tell a dramatic story. In 1996, women are represented in North Carolina's community colleges by the following percentages:

Trustees	25.1%
Presidents	3.5%
Senior Administrators	31.3%
Executives, Administrators, and Managers	44.8%
Full-time Curriculum Faculty	50.3%
Curriculum (Credit) Students	59.4%

Students

Women students in North Carolina's community colleges constitute 59.4 percent of the students taking curriculum (credit) programs and 88.8 percent of extension students (NCCCS, 1995-1996). This represents a significant shift from the early years of the system, when men constituted approximately 70 percent of the students. The change reflects the great influx of women into the workforce since 1963. While small numbers of women have been enrolling in community college programs preparing people for employment in non-traditional occupations, most continue to enroll in the traditionally female health, secretarial, cosmetology, or other female-oriented programs.

Faculty

As faculty, women in North Carolina's community colleges constitute 50.3 percent of the total full-time curriculum faculty and 65.2 percent of the full-time extension faculty (most extension faculty are employed part-time).

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Administrators

The North Carolina Community College System divides administrative positions by three main designations: presidents, senior administrators, and other administrators.

Administrators—Presidents: There are two women presidents, or 3.5 percent, of the 58 positions. Both are Caucasian. Men comprise 96.5 percent of the presidents (3.5 percent of the presidents are African American males).

Data from George B. Vaughan's recent research on the community college presidency nationwide (soon to be published) indicate that 17.8 percent of the respondents to his survey were female, 85.6 percent were Caucasian, and 5.2 percent were African American. Data from the Virginia and South Carolina community college systems show that in Virginia, four of 23 presidents, or 17 percent, are female; in South Carolina, three of 16 presidents, or 19 percent, are female.

Administrators—Senior: The October 1986 data showed that women constituted 31.3 percent, or 76 of the 243 senior administrators (Table 1). These positions include such titles as executive vice president, vice president, or dean. They are designated in the report as "chief" officer in the various administrative roles, and by the ubiquitous "other" designation (NCCCS, 1986).

Administrators—Executives, Administrators, and Managers: Women constituted 147 of the 328 people in "executives, administrators, and managers" positions, or 44.8 percent (Table 2). The people in these positions may have the titles dean, director, or some other local designation. The title used in the report indicates the occupational area in which the person is employed. By definition, these people are those who report to a person in one of the "chief" positions in the senior administrator group.

By race, 123 of the 147 positions held by females are held by Caucasian women, 21 by African American women, two are American Indian, and one is Hispanic. (African American males are 22 of 181 positions filled by males, or 12 percent.) These job titles include those shown on Table 2 (arranged from highest to lowest percentages of women incumbents, except for "other administrative areas," for which no actual job titles are given).

Methodology: The Sample and the Survey

The questionnaire used in the previous surveys of senior public and private higher educational institutions was modified to accommodate the unique terminology and characteristics of community college administration. It included 25 questions that were

[redacted]

Senior Administrator Categories	Number of Jobs	Number Held by Women	Percentage Held by Women
Executive Vice President	17	4	23.5
Senior (Chief) Business Officer	47	14	31.8
Senior (Chief) Instructional Officer	44	10	34.5
Senior (Chief) Continuing Education Officer	29	5	17.2
Senior (Chief) Student Affairs Officer	41	14	34.1
Chief Administrative Services	9	1	11.1
Chief Resource Development/Planning/ Institutional Effectiveness	20	11	55.0
Chief Personnel/Human Resources	5	3	60.0
Chief Off-Campus Programs	3	1	33.3
Senior (Chief) Other	28	13	46.4
TOTAL	**243**	**76**	**31.3**

[redacted]

Executive, Administrator, Manager Categories	Number of Women	Percentage Women
Public Information	5	71.4
Accounting/Controller	13	61.9
Learning Resource Center	19	61.3
Off-Campus Center	8	57.1
Continuing Education Program	27	50.0
College Transfer	3	42.9
Combined Instructional Programs	16	42.1
Technical Programs	6	37.5
Personnel/Human Resources	4	36.4
General Education Program	1	20.0
Computer Center	3	15.0
Vocational Program	0	0.0
Facilities	0	0.0
Other Administrative Areas	21	51.2
TOTAL	**147**	**44.8**

asked of all the persons surveyed, and five questions that were asked of the women only.

The survey was sent to 1,140 men and women administrators in the 58 North Carolina community colleges. The names of these persons were taken from the files of the Community College System Office, from data submitted annually by the institutions on the College Staff Information Report (DCC-7-83). The names were drawn from the October 1995 report. A label naming the individual who should complete the survey was affixed to each survey form. A package containing all the surveys for a college was sent to that college as part of a regular package from the System Office. It was distributed in April 1996.

The data reported in the College Staff Information Report are collected by standard categories which do not match any particular institution's job titles. The institutions assign individual employees to the category which most closely fits their job description. The institutions exercise their discretion in classifying individuals by position in the report, and do not always classify people according to the definition that is provided, or update the information. There are motivations other than accuracy for placing an individual in a certain level of classification. However, this source is the only reasonable source for a system-wide survey population.

All Presidents (58) were sent a survey. In the Senior Administrator category, defined as administrators who report to the President (or Executive Vice President) of the college, all employees were surveyed (258 men and women). In the Executive, Administrators, and Managers category, all 153 women employees were surveyed, and 51 of the 169 males were randomly sampled. In the Professional (non-teaching) categories 1xxx, 2xxx, 3xxx, 4335, 4336, 5338, 5340, and 5346, all 525 women were sent the survey, and 95 of the 316 males in this category were randomly sampled. A total of 386 men and 754 women were sent surveys.

The survey response rate was excellent: 199 men (51.5 percent) and 376 women (49.8 percent), or a total of 50.4 percent (total n = 575) of the surveys were usable (the actual return rate was a few percentage points higher). The surveys were not identifiable by institution, so there is no way to determine how many institutions were represented in the responses. However, only 18 of the surveys indicated that they were responses from presidents: two of them were from women.

The survey instrument promised confidentiality and allowed additional written comments. The promise of confidentiality was an encouragement to many to make candid comments and to express frustrations. A number of respondents took the opportunity to make remarkable and extensive written responses. Over 100 of the respondents chose to write comments on the survey, from a few sentences to a few pages. A transcription of those written comments filled 14 pages of written text.

Section I of the survey included demographic and background information, including highest degree, work history, previous and current positions held, and salary. Personal data asked for age, race, marital status, sex, and employment of spouse. Section II asked respondents to determine their present career satisfaction in 13 categories from salary benefits and working conditions to opportunity for effecting change and climate for women. Job aspirations and obstacles to career advancement were ascertained. The final Section III, asked only of women, asked about mentors, administrative support at the institution, and equality of opportunity.

The survey response rate might have been higher except that a few of the institutions did not distribute the survey. This would not be known, since the surveys were not coded by institution, but persons expecting to receive a survey reported that no one at their institutions had been given a survey. At other institutions, the confidentiality of the survey was breached because college leaders requested (or required) that all completed surveys be returned to an administrator for mailing in a batch.

Findings of the Study

The following section reports the data that were collected by the survey. In presenting this data, the authors have chosen to interweave comments from the survey. The comments have been selected to be representative of the sentiments expressed by the respondents. The most extreme responses have not been included.

Demographics

Women and men who responded to the survey were 86 and 85 percent Caucasian, respectively. African American women represented a higher percentage of females than African American men did of all men: 12 percent to 10 percent. Women were 1 percent American Indian; men, 3 percent American Indian. Average age of all the respondents was 48 years.

Men and women differed considerably in marital status. Nearly all the men (90 percent) were married at the time of the survey; 70 percent of the women were married. Almost three times as

Marital Status	Percent Men	Percent Women
Never Married	3.0	8.0
Married	89.4	70.1
Separated	0.0	1.6
Divorced	5.5	16.0
Widowed	3.5	3.5
Co-Habit	0.8	1.5

many women (8 percent) as men never married. Almost 18 percent of the women were separated or divorced, none of the men were separated, and 5.5 percent were divorced.

Major Areas of Responsibility

At the senior level, men were twice as likely to have academic affairs as their primary area of responsibility. At the second level, women made up 43 percent of those responsible for college transfer or combined instructional programs, but only 37 percent of those responsible for technical programs, and none of those responsible for vocational programs (Table 2).

Men were three times more likely to be the chief business officer, but were strongly represented (61.9 percent) among the second level accountants and controllers. Experience would suggest that as colleges have grown larger, someone now officially classified as the chief business officer (more likely male) will have a controller or chief accountant who has responsibility for the day to day financial management of the college as a direct report. These are the jobs now predominantly held by women.

Women made up 61 percent of the leaders of Learning Resource Centers. These positions are more traditionally held by women. Women also hold over 50 percent of the leadership roles in Resource Development/Planning/Institutional Effectiveness and in Human Resources/Personnel.

Men are still twice as likely to be the chief student affairs officer, and four times as likely to be chief of continuing education programs. However, at the second level, women hold half of the continuing education management jobs.

These results show a pattern similar to other studies of women's job responsibilities in the economy: women's work fields (health, planning, librarians) as defined by the United States Department of Labor (1988) constituted about 80 percent of the job responsibilities women reported in our survey.

The respondents reported a high incidence of having served in faculty positions sometime in their career: 60.1 percent of the women and 70.7 percent of the men had been instructors at one time. For over half the men and women, their previous position had been in the same institution in which they are now serving.

Education

Men had almost three times as many doctoral degrees as did women among those who responded to the survey. Men and women had equivalent numbers of master's degrees, but women had twice as many baccalaureate degrees as did men. Women had three times as many associate degrees as did men. Table 4 shows the educational level and salary of women and men, using the position titles/levels to which they assigned themselves on the survey.

Some respondents commented on the difficulty of attaining a terminal degree, and on its rewards:

I need more graduate level courses offered on weekends or by telecourses—right now I'm 100 miles away.

Opportunities to leave work and return to school are nonexistent for me.

Sometimes having a doctorate gets you nowhere—several women at this college have doctorates and they're passed over by men whose terminal degree is the master's.

While there is a relationship between degree attained and position held, quite a number of written responses went along these lines:

I have a doctorate, and have been passed over, probably because I am a woman.

Men with little or no management skills are often placed in higher level positions than more qualified women—no problem!

[redacted]

Position/Gender (n)	Number Holding Degrees				
	Doctorate	Master's	Ed. Spec.	Bachelor	Associate
Vice President					
Women (20)	13	7	0	0	0
Men (60)	23	30	2	5	0
Dean					
Women (41)	11	27	2	1	0
Men (63)	22	34	4	3	0
Department Head Level					
Women (19)	0	14	1	2	2
Men (5)	0	4	0	0	1
Director Level					
Women (164)	9	101	2	46	6
Men (40)	2	23	2	13	
Other *					
Women (118)**	1	60	0	40	14
Men (8)	1	4	0	3	0

* Includes such titles as Controller, Financial Aid Coordinator, Instructional Supervisor, Registrar.

** The number of degrees and the total number of women are not equivalent because of incomplete reports.

As one respondent pointed out in the context of the required state report, sometimes in order to "get the numbers right for affirmative action, a black woman with an AA degree as a terminal degree suddenly becomes a senior level administrator."

Salary

Salary differentiation shows almost a mirror image of earning power between men and women survey respondents: 64.1 percent of the women surveyed make $39,000 or less per year; 63.4 percent of the men make $59,000 and more per year, with the 40 percent of the men earning over $59,000 making $69,000 or more yearly. In the $49,000 - $59,000 range, percentages of men and women are about equal (22.5 percent of the women and 19.4 percent of the men). To some extent, these findings resulted from the way the survey was structured; more women in lower-ranked categories than men were included in the survey. However, the sample of men from the second level was a scientifically determined random sample, and all males in the upper level categories were included. Therefore, the results by position should be representative.

Table 5 details the salary differentials between male and female vice presidents (women make $60,700 to men's $65,300, a difference of $4,600 or 7.6 percent); and Deans (women make $47,878 to men's $51,860, a difference of $3,982, or 8.3 percent).

A comparison of the salary data with educational levels (Table 4) indicates that women are comparably or better credentialed for the positions they hold. In addition, years of experience, while not specifically analyzed, appear to be roughly equivalent for men and women.

Salaries were the single most discussed topic of both men and women; both were dissatisfied with their salaries, although 40 percent of all the women were very dissatisfied with their salaries compared to 25 percent of the men who were dissatisfied to that extent. Salary dissatisfaction for two out of every five women and one of four men is high. As an example, when registrars were separated from the "other" category above, the 13 women were found to make $6,000 less than the two men who identified themselves as having the same job title.

Many of the comments focused on salary and job satisfaction. For example:

> *The good old boy system is still alive and well; this attitude continues to influence hiring practices and salary negotiations.*
>
> *Men make considerably more at the same level with the same credentials than women administrators.*
>
> *I strongly feel that the NC community college system should have a pay scale; this would eliminate pay inequity within individual institutions and across the entire system.*
>
> *With pay so low to start and so little opportunity to increase your salary significantly, the community college system has many staff and faculty who have to have retired somewhere [else first] to afford to work here.*
>
> *There's no relationship between appraisals and pay.*

Job Satisfaction

Both men and women are most satisfied about the challenges of their jobs. Women like job autonomy and the opportunity for creativity on the job, while men say the greatest satisfactions they receive from their jobs are their opportunity to effect change, the support of their colleagues, and their present working conditions. For men these concepts were also important to them personally. Women's personal lists of job satisfactions were also topped by job challenges. Working conditions, intellectual stimulation, support from supervisors, and opportunity to effect change were also important to them.

Women saw salaries and opportunities for advancement as the aspect of their present position that "gave them the least satisfaction." Men chose the same two top dissatisfiers, but in reverse

Position Level	#Men	Ave. Salary	#Women	Ave. Salary
Vice President	60	$65,300	20	$60,700
Dean	63	$51,860	41	$47,878
Department Head	5	$45,000	17	$38,000
Director	40	$38,000	164	$37,000
Other *	8	$34,000	118	$31,000

* Includes such titles as Controller, Financial Aid Director, Coordinator, Instructional Supervisor, Registrar

Women	Men
1. Challenge of the Job	1. Challenge of the Job
2. Autonomy	2. Opportunity for Effecting Change
3. Opportunity for Creativity	2. (tie) Support of Colleagues
	3. Working conditions

order. Women were dissatisfied about the climate for them at their institution, the opportunity to effect change, and the lack of support from their supervisors. Men wanted more authority, better working conditions and autonomy.

Source of Dissatisfaction	Level of Dissatisfaction (Percent)	
	Women	Men
Salary	40.0	25.0
Ability to effect change	38.5	20.3
Climate for women	34.4	7.4
Authority/Influence	26.6	12.2
Supervisor Support	21.2	14.1
Working conditions	20.0	8.0
Professional development	20.0	11.1
Advancement opportunity	19.3	24.1
Creativity	18.0	10.1
Intellectual Stimulation	16.7	11.2
Colleague support	14.5	6.6
Autonomy	13.8	9.6
Challenges	10.7	8.1

Of the 13 sources of dissatisfaction shown above, more than 15 percent of the women identified nine of them as problems; more than 20 percent of the women identified seven as problems. In no case did women's dissatisfaction drop below 10 percent on any of these items. However, only three of the issues were identified as sources of dissatisfaction by as many as 20 percent (or even 15 percent) of the men. Less than 10 percent of men were dissatisfied in five of the areas.

Obstacles to Career Development

Women and men held very different views on career barriers. When asked if gender was a barrier to career advancement, 52.2 percent of the women agreed that it was; 80 percent of the men said it was not. A surprisingly large number of women (60.2 percent) saw the nature of the institution itself as a career obstacle; half that percentage of men reported the nature of the institution an obstacle. One-third of the women and one-fourth of the men saw age and late start as obstacles. Women and men agreed about lack of a degree or credential as a barrier for career advancement or development. About 50 percent of women agreed that their unwillingness to move to another locale was a job barrier, a third of the men agreed. Twice as many women (over 30 percent) as men saw children and family responsibilities as a career barrier. Slightly more men than women saw race and ethnicity as a barrier to career development. About a third of both groups saw limited time for professional development as a barrier to career advancement.

In summary, women were in strong agreement that the nature of the institution, gender, and their unwillingness to move were their three greatest obstacles. Lack of degree/credentials was also problematic. Finally, limited time for professional development, children and family responsibilities, and age/late start affected one in three women. Men did not have such strong agreement about common barriers: about one in three men agreed that lack of credentials, unwillingness to move, nature of the institution, and limited time for professional growth posed barriers for them.

Comments included the following:

I could have applied for more "advanced" positions, but I prefer not to since I know those positions are "for men only."

Any female at this college who has ever had an opinion is no longer with us; she has been forced out.

I am terribly disillusioned, disappointed, and discouraged at my under-utilization and under-valuation. I had (have?) so much to offer, but my institution doesn't want it. I am going to stop beating my head against the wall and face reality; this is all there is.

I've seen so many really good, committed people treated badly, taken advantage of, and discarded, that my desire to move up has disappeared.

At my institution, if any female advances, it is not a black female.

Advancement and hiring are race issues in NC community colleges.

I do not feel being a women holds me back professionally. However, the only kind of woman who seems to get ahead here is willing to play a subservient, "step and fetch it" role.

I'm just a little tired of hearing the refrain, "you have to have the right qualifications;" what I've observed is this rhetoric is reserved for women.

Career Aspirations

Both women and men aspire to higher level positions: almost 60 percent of the women said they had such aspirations and 54 percent of the men also had them. When asked what position they aspired to, however, men and women responded differently. The table (right) demonstrates those differences.

The chart shows that 14 percent of the women and 40 percent of the men aspired to presidencies; about an equal number (24 percent) aspired to vice presidencies; a small number of men (5.5 percent) but no women aspired to associate vice president positions; 27 percent of the women and 15 percent of the men aspired to be deans; 7.5 percent of women but no men saw themselves as associate or assistant dean; and 10 percent of the women and no men saw themselves as a director in the community college.

Position	Women	Men
President	14.0	40.0
Vice President	24.6	23.6
Associate Vice President	—	5.5
Dean	27.2	15.5
Assistant Dean	7.5	—
Director	10.0	—
Total with Aspirations*	**57.8**	**53.5**

* Some respondents listed more than one position to which they aspired.

College Climate and Culture

Although no specific questions focused on college climate and culture, many respondents chose to comment on these areas:

Our school climate is slowly changing. There is still a good old boy's network, but now it excludes many males, too.

While I have been fortunate to experience advancement, I often feel like I am the "token" female.

Things change slowly; my own career overall was hurt by discrimination, but I don't feel this is the case now.

My president says he can work with only one kind of woman, and that's one who knows she is a "Southern woman."

I hope this study will benefit the white male who has been up against it for the past 20 years in U.S. organizations.

NC culture tends to favor males as dominant leaders. Because [this] culture is so embedded, there are huge obstacles to being accepted as an equal female player.

Mentoring

Women were asked several questions the men were not asked: Did a colleague help you with your career? (and if so, how many were male or female?) Did you have a mentor? In your institution, are opportunities for advancement equal for women and men? Who is the highest level administrator who has demonstrated strong support for the advancement of women at your institution?

Three-fourths of all women responded that a colleague was responsible for aiding them in their career development, and three-fourths of the women said one or two men helped. Ninety percent of the women said another woman helped them. Forty-one percent rated their president as a supporter in their institution, 20 percent cited a dean, and 16 percent, a vice president.

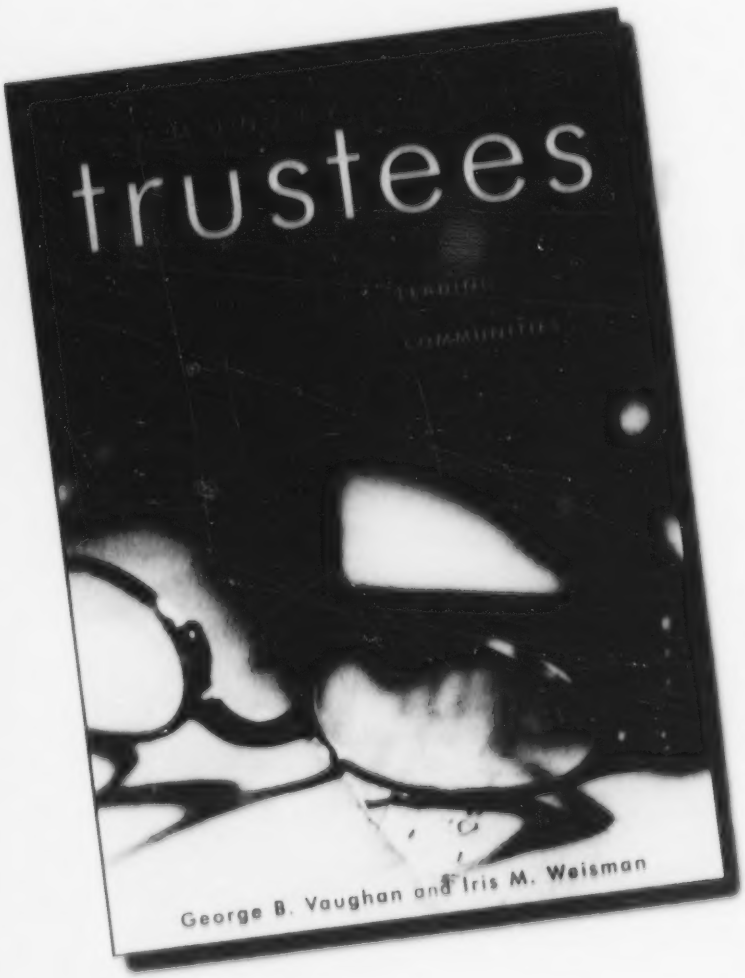
Conclusions

1. Women are significantly under-represented in all levels of administration in the North Carolina Community College institutions.
2. There are qualified women in the pipelines leading to senior administrative positions and the presidency.
3. There is a significant difference in salary levels between men and women which needs further study.
4. Men and women both aspire to higher level careers, but many more men aspire to presidencies.
5. Women are significantly more dissatisfied with their jobs, especially with salary, the opportunity to effect change, the climate for women, and their authority/influence.
6. There are problems with campus climate for women at many institutions; many women perceive gender as a significant barrier to their advancement, though most men do not agree. ■

FEATURE

The Nation's Community Colleges are in Good Hands

by George B. Vaughan and Iris M. Weisman



The authors of this article, with the assistance and support of ACCT, just completed a comprehensive study of community college trustees. Resulting from the study was the book, *Community College Trustees: Leading on Behalf of Their Communities*, published by ACCT in June 1996. The basic concepts underlying the book, while simple enough, are extremely important to the future of the community college and to our nation. The foundation upon which the study rests and builds is the belief that community college trustees are important people. The 6,500 men and women who serve on public community college governing boards have the legal and ethical responsibility of providing leadership, guidance, and oversight for the nation's public community colleges. These colleges, in turn, are vital to the economic, social, political, and technological welfare of the nation, its states, its communities, and its people.

Community College Trustees provides a comprehensive demographic profile of current community college trustees. The book also discusses in some detail the trustee-president team, trustees on the job, trustees in their communities, satisfactions gained from serving as a trustee, the trustees' role in presidential selection, and how governing boards may go about enhancing the trustees' role. The final chapter in the book identifies some major issues faced by trustees and makes a number of observations and recommendations regarding how trustees can enhance their effectiveness. The following discussion is based largely upon the material in that chapter.

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Questions and Answers

Satisfaction from Serving

An important observation resulting from the study is that community college trustees are committed to their roles as trustees and reap enormous satisfaction from serving on their college governing boards.

Question: How can this commitment and satisfaction assist trustees in promoting the well-being of the colleges they govern?

Answer: This aspect of trusteeship should be celebrated. It is not unusual to hear trustees commiserate with each other about budget constraints, political pressures, and crises. A less common practice, and one that should be more common, is to hear trustees share with each other, the college community, and the greater community the rewards of serving on a community college governing board. Such celebratory communication enhances board member service, interests others from the community in becoming involved with college or board activities, and projects a positive image of the community college to the community, all of which falls clearly under the trustee's role.

Trustee Orientation

Thanks in large extent to the work of ACCT, trustees are committed to pursuing educational programs that improve their performance and their understanding of the community college. In spite of the emphasis boards place on education, new trustees do not always receive a formal orientation to trusteeship. In fact, over 16 percent of board chairs state that new board members receive no formal orientation upon joining the board.

Question: What steps should trustees take to correct this obvious void in the education of trustees?

Answer: If trustees are to understand their role and fulfill that role effectively, they must understand the college they have been chosen to govern and understand how they as trustees fit into the college's governing process. A first step in understanding their role and their college is to participate in a formal orientation program. All governing boards should have a mandatory formal orientation program for new trustees. The orientation should be conducted by the board chair and the president who would call upon other trustees and staff members to assist in the orientation as needed.

The orientation program should introduce the new trustee to the many facets of the college's operation and the trustee's relationship to the college's operation. Major emphasis should be placed on the community college's mission, for no trustee should begin a term on the board without a good understanding of the college's mission.

The importance of state, regional, and national meetings should be discussed during the formal orientation. Special emphasis should be placed on participating in ongoing educational programs such as those sponsored by ACCT. To fail to have a formal orientation program for new trustees is to miss a rare opportunity to get these trustees started on the right track.

Trustee-President Team

Trustees and presidents agree on most facets of community college trusteeship. In most cases, trustees and presidents work well as a team, both trusting and supporting each other. This trust and support is necessary for the team to function effectively.

Question: What steps can be taken to assure that the trustee-president team functions smoothly and effectively?

Answer: Although most trustees are sensitive to their role in making policy, there is a temptation on the part of some trustees to move into the daily affairs of the college. Governing boards must maintain constant vigilance to assure this isn't happening. Just as importantly, trustees must guard against presidents who want to make college policy.

Among the myriad strategies that trustees and presidents can use to implement and maintain the separation of roles, two approaches are fundamental and essential: First, trustees and presidents should collaborate on establishing operational parameters for policymaking and administration. Ideally, trustees and presidents should work together to establish consensus on where the line is drawn between policymaking and administration.

Second, trustees and presidents should maintain an open and honest relationship with each other. Because every situation is different and presents unique factors, ongoing dialogue about the distinction between policymaking and administration should occur. In addition, trustees and presidents alike have an obligation to voice their concerns and clarify their understanding of actions that have occurred.

Lines of Communication

Most trustees are careful to establish clear lines of authority and communication between themselves and members of the college community. Yet approximately 16 percent of the trustees communicate with faculty members without the knowledge of the president. Communication with the faculty without the president's knowledge or involvement clearly violates the president's role as the college's official and only liaison with the board. Indeed, in many cases these actions violate board policies.

Question: How can trustees communicate with members of the college community while following established guidelines and without bypassing the president?

Answer: When a policy question or an administrative problem is involved, all board communication with the

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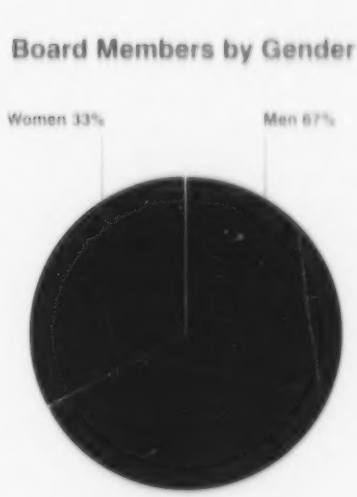
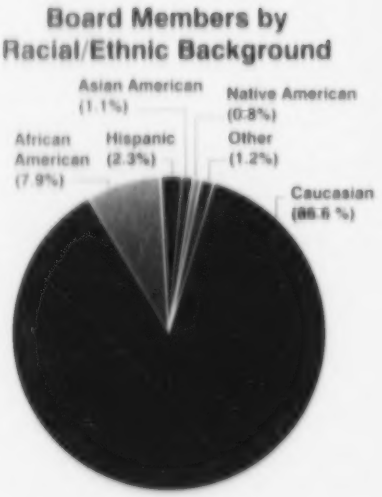
faculty should occur with the president's knowledge, support, and, when appropriate, involvement. Formal board communication procedures should be developed and agreed upon jointly by the board and the president. Once the procedures are established, trustees should be consistent in their interactions with faculty and staff and use the agreed upon channels of communication. On the other hand, trustees should take every available opportunity to attend college ceremonies, social functions, and other activities that bring them in touch with the faculty. At these events, board members' conversations with the faculty should be friendly, open, warm, interesting, and devoid of policy questions and faculty problems.





Representation

Trustees know that they work for and represent the members of their communities and hold the college in trust on behalf of the people.

Question: How can trustees communicate to the people in the community about how the college is meeting their needs?

Answer: Trustees feel strongly about representing the entire community. Careful consideration should be given to how and where formal communications from the college and board are distributed to the community. For example, the board should evaluate the effectiveness of using the college's public information office to communicate with the community. All segments of the population within the college's service area must be reached and heard from in order to complete the communication loop between members of the college board and members of the community.

Diversity on the Board

Trustees feel that community college governing boards should reflect the composition of the communities served by their colleges in terms of female and minority membership on the board.

Question: What can trustees do to assure that the composition of the community is taken into consideration as the membership of the board changes?

Answer: Board composition is something that should be approached carefully and thoughtfully. The question that must be asked and answered is whether a governing board at any given point in time represents the people of the college's service area. If the answer is "yes," then there may be no reason to tamper with the board's current composition. If the answer is "no," board members must ask themselves what can be done to correct the situation.

Boards can take steps to increase diversity among their members. For example, in those cases where the board chooses a replacement for an unexpired term on the board, the vacancy could be filled by a member of an under-represented group. Current board members can also identify a pool of minorities and women who are potential board members. Where the trustees are appointed, the board should share information on potential minority and female candidates with the appointing authorities. Where trustees are elected, potential minority and female candidates should be encouraged to run for the board.

Current board members should not ignore the value of diversity. The increasing numbers of minority students need role models. In addition, the college needs to assure that it represents all segments of the community. Often this representation requires a physical presence on the board, especially by minority groups.

Selecting a President

Nothing is more important to trustees (and at times intimidating and frustrating) than selecting a president. The other side of the process, and a role that few trustees relish, is dismissing a president. As a result of more knowledgeable trustees, and in contrast to earlier times, today's trustees know the characteristics and skills they seek in a president.

Question: What are some important steps trustees can take when selecting or dismissing a president that will help assure that the board makes the right decision?

Answer: As trustees embark on the presidential selection process, it is

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important for them to keep in mind that characteristics (such as being visionary and trustworthy) and skills (such as "getting the job done" and communicating effectively) can be developed and demonstrated in a variety of ways. When selecting a new president, trustees should avoid preconceived notions about what the perfect president looks like or how someone becomes a perfect president and select the candidate that best fits the current and future needs of the college and the community.

Trustees should know how satisfied they are with their current president and why they feel as they do. This knowledge should be gained through presidential evaluations that have measurable objectives as the criteria upon which the evaluation is based. Ideally, the criteria for presidential evaluation should be developed by the board and the president; in all cases, the criteria should be clearly understood by the president and the members of the board.

A variety of factors influence a board's decision to dismiss a president and, therefore, boards should move cautiously when contemplating this action. Board members should understand the frustrations and obstacles they face if they decide to dismiss a president. Nevertheless, if the evaluation reveals that the current president is ineffective, the board has an obligation to seek a replacement.

Self-assessment

The majority of today's trustees perceive the board's goals to be clear and realistic. They also perceive the expectations of their board to be clear and realistic. Yet over 14 percent of the trustees perceive the board's goals to be unclear; another 16 percent perceive what is expected of the board to be unclear. Board chairs report that 49 percent of the boards have no formal assessment of the board's performance.

Most importantly, trustees can serve as advocates of the community college mission. Much of the community college's success in the future will depend upon how well the mission is understood and supported by the public, and how well that support translates into actions such as the allocation of adequate resources to operate the college effectively.

Question: How can self-assessment assist boards in assuring that all trustees understand the goals of the board and what is expected of the board in achieving those goals?

Answer: All trustees should understand what is expected of their board and have a clear understanding of the board's goals. All board members should be involved in developing board expectations and goals, when possible. The expectations and goals should be stated clearly and shared with new trustees during orientation. One way of assuring that trustees have a clear understanding of the board's goals and expectations is through self-assessment. All boards should consider a formal assessment plan to determine how well their members understand and fulfill the expectations and goals of the board.

The Future

Trustees were asked to look into the future and identify the major issues that will face community colleges within the next four or five years. They were also asked what they as trustees and what presidents could do to help resolve the issues. Briefly, the issues identified by trustees are: how to obtain adequate funding, the role of technology and the changes it will bring about, and understanding and advocating the community college mission.

What can trustees do to help resolve the issues? The answer is complex in its simplicity. Trustees can perform their roles to the best of their ability, they can continue to learn more about their roles, and they can put into practice what they have learned.

Most importantly, trustees can serve as advocates of the community college mission. Much of the community college's success in the future will depend upon how well the mission is understood and supported by the public, and how well that support translates into actions such as the allocation of adequate resources to operate the college effectively.

Serving as a member of a community college governing board is a challenging and rewarding experience for most trustees. Although the demands of trusteeship may be great, trustees can rest assured that they are important people because they hold in trust one of the nation's most valuable resources, its community colleges. From what we have learned in this study, the nation's community colleges are in good hands. ■

FEATURE

Living in Detail and Brushing up Your Shakespeare: *Simple Steps for Building Successful Presidencies*

by Daniel J. LaVista

Near the end of the 1996 ACCT Annual Convention, held in Miami Beach last October, a group of community college people—presidents, trustees, and ACCT staff—gathered in a hotel conference room late one day to perform an annual ritual of offering a critique on the conference, ACCT services, and future ACCT directions. As a member of this group, the ACCT Advisory Committee of Presidents, I enjoyed some of the best talk of my days in Miami Beach, listening to colleagues address these daunting topics and contributing to the discussion.

Somehow the topic got around to presidential transition. It was generally agreed that such a transition is an important step in the growth and development of a community college. A new president brings promise of new beginnings, new perspectives, and new hopes and aspirations for the college community. For many colleges, a presidential transition sparks significant institutional renewal. Given the importance of these transitions, it was generally agreed that ACCT might consider them as a subject for enhanced programming and services in the future.

Since the convention, I've thought about the term, "presidential transition," and I've thought as well about what a board of trustees might do in the spirit of help and support for its president that would promote a successful presidency. It seems reasonable to think that there are two levels of this help and support: The first has to do with activities a board performs before the new president even arrives on campus, for example, providing specific details on relocation issues.

An American philosopher, Alfred Whitehead, wrote, "We think in generalities, but we live in detail." In this regard, it's likely that the new president and the board of trustees reached general agreement on relocation issues which is likely reflected in the president's contract terms. The terms might include moving expenses, short-term interim housing accommodations, housing allowances, assistance with closing costs, etc. But once the contract is affirmed, the board can provide the president with specific relocation details which are enormously helpful to his or her transition. Details might include information about real estate agents, mortgage lenders, and construction companies.

Further, if the president has school-age children, it might be helpful for the board to facilitate the collection of information on area schools. This might include teacher qualifications, special programs, extracurricular programs, average SAT scores, and college placements. These details are very important to the president and his or her family, especially if he or she is coming from out of state and doesn't know the area.

Related assistance the board might provide in this age of dual career couples is research about the employment climate and conditions for the president's spouse. This support wouldn't promise employment for the spouse, but would be useful to the spouse as he or she began the difficult task of seeking new employment.

A second activity a board might perform before the new president arrives is setting the stage for the president with "significant others." A board can learn

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from Shakespeare here. He used what literary critics call "characterization by report" in his plays, in which characters speak about another character before he or she comes on stage. Audience members benefit from this reporting because they know something about the character described by others when he or she finally comes on stage. They feel more of a connection to the character upon his entrance because of the prior reporting by other characters.

The new president can enjoy the same benefit when the board provides detail about his or her attributes to "significant others" with whom he or she is likely to interact once on campus. This might include communication with members of the college's foundation board, alumni associations, and advisory committees; leaders in the state's legislative delegation or coordinating agencies; or members of the education and business community.

This proactive board activity of talking about the new president to significant others before his or her arrival not only brings to life earlier news releases and media stories about the new president, it also serves to establish a clearer picture of the president in the minds of people who will be a part of his or her professional life and who can help him or her to succeed. The picture is clearer because it has been personalized by board members.

Activities like these can be very important to the new president's transition to his or her new role. But there's another set of activities that the board can embrace that will promote the well-being of the president during his or her presidency. These activities promote the mental health of the president and thus contribute to his or her ability to build a successful presidency. As with many things in this world which contribute to good and positive ends, these board activities take time and energy, but most presidents will say they go a long way toward motivating them to reach their fullest leadership potential:

1. Help the president balance his or her personal and professional lives.

Even with the best time management skills, a new president will experience some difficulty with balancing personal and professional lives, which holds true even if he or she has had presidencies previously. The new environment, the belief that most presidential honeymoons are short, and other real and imagined views that promote time on task may keep the president from taking time away from the office periodically. A board can be helpful by encouraging the president to use vacation days, attend arts or sporting events, or otherwise be involved in activities that will provide relief from the stresses of presidential leadership. The specific suggestions are not as important as the board communicating that it values the balance of the president's personal and professional lives and that it understands the important aspects of renewal that stem from that balance. The important result of this communication is that it helps to strengthen the presidency.

2. Send a note once in a while to offer encouragement and applaud a job well done.

Many boards would be surprised at the tremendous amount of paper a president handles in a typical week. Much of that paper is mail, and much of the mail can be critical. As if this weren't enough, most of what presidents read involve problems that no one else in the organization could solve. In sum, little of the paper that the president reviews on an ongoing basis is complimentary, positive, or encouraging. When a trustee sends a note of support, and when it is read in this context, it has great meaning. It's also a powerful motivator. So even though writing a note may be a lost tradition in some corners, a note does great things for the president who receives it. And it does add to the development of a successful presidency.

3. Use public forums to communicate your support for your president.

While hand-written notes, e-mail messages, phone calls, and other methods of communication can build a relationship between a board and the president, there's another dimension of this relationship that the board can address. That is, public forums like work sessions, board meetings, and various ceremonial functions are opportunities for trustees to speak publicly about their satisfaction with their president. This public praise serves two purposes: First, it confirms for the president that he or she and his or her work are valued. Second, it communicates to

This proactive board activity of talking about the new president

to significant others before his or her arrival not only brings to life earlier news releases and media stories about the new president, it also serves to establish a clearer picture of the president in the minds of people who will be a part of his or her professional life and who can help him or her to succeed.

...there's another set of activities that the board can embrace that will promote the well-being of the president during his or her presidency. These activities promote the mental health of the president and thus contribute to his or her ability to build a successful presidency.

the president's many publics who may comprise the audience (faculty, staff, community members, etc.) that the board and president have a positive relationship. In the way that some boards would be surprised at the volume of paper a president reviews on a regular basis, they might also be surprised to learn that faculty, staff, and others do care about and are interested in the board/president relationship. Praising the president in public helps to address that interest. In the process a contribution to the successful presidency is made.

4. Take an interest in the president's professional growth and development.

Leadership is hard work. Part of the process of the board nurturing the strong mental health of its president as a way of helping to build a successful presidency is to support the president's leadership development on a regular basis. Some boards may want to address this issue during an annual performance evaluation discussion. Others may take a less structured, more informal approach to the matter. In either case, the board can communicate its understanding that investing in ongoing leadership development for its president serves the president and the college. ACCT, AACC, and other organizations can help boards learn about leadership development options to bring to this important table of discussion. These might include information about Harvard University's Institute for Educational Management or the AACC Presidents Academy, or less comprehensive options like special training in areas mutually identified by the board and the president. Whatever the components of the leadership development plan, both the board and the president's use of them will contribute to the success of the presidency.

5. Get to know the president personally.

A board-president relationship can be very positive without trustees and the presidents being personal friends. But the personal touch still works. Presidents value trustees extending themselves personally, perhaps through occasional dinner invitations or discussions about family, personal interests, and hobbies. When the board demonstrates its personal interest in the president it demonstrates its interest in his or her overall well being, and that adds significantly to the various aspects of a successful presidency.

A board of trustees, then, can play an important role in presidential transitions. Some of the board's activities can occur before the new president arrives on campus, while others involve activities performed during the president's tenure. All of these activities help to promote the president's positive mental health and help him or her to feel valued and cared for by the board. Such intervention by the board strengthens the relationship between the board and the president. It also strengthens the quality and content of the successful presidency. ■

A C C T

As part of the CEO Search Service offered to ACCT member boards, ACCT Search Consultants provide detailed suggestions for ensuring a smooth and successful transition. Portions of the information appear below.

The Transition Team

Following appointment of the new president, the board (particularly the board chair, the executive committee, and the board members who served on the Presidential Search Committee), and key faculty and administration members of the Presidential Search Committee might be asked to form the nucleus of a "transition team," introducing the candidate to the various "communities".

Board members may choose to find seasoned and respected college employees (again this might include members of the Search Committee and the Search Liaison), individuals whom they trust, people with a historical memory of the college, and people who are secure enough to tell the new president the "facts of life." Frequently, the board simply does not know the in's and out's of campus politics.

This suggestion of an informal transition team should be carefully weighed by the board to determine whether the team would, in fact, be counter-productive and create problems by attempting to prejudice the incoming president regarding issues and personalities. In some situations, the board itself will have to form the transition team to assist the new president in learning about the internal issues.

ACCT Office of Board Services, 1974

These issues are extremely important to a new president, particularly a first-time president. Keep in mind that a new president doesn't always know the right questions to ask and even if he or she does, might be hesitant to put someone on the spot. Sometimes the outgoing president is not particularly helpful to the incoming. The outgoing president may be totally unaware of the major issues or may be covering them over because of feelings of guilt or inadequacy.

Key members of the transition team, the assistant to the president, or the board chair may also be able to assist in the following:

1. Determine which documents the new president needs to read in advance to prepare for the first week on the job. During the first week, everyone wants to talk to the CEO, because there generally has been a "lapse" period – from two weeks to a month, or longer – where decisions have been held in abeyance for the new president to make.
2. Develop a six-month calendar of events, particularly internal college events. These events occur each year at about the same time and the new president should know about them in order to prepare for them.
3. The new president should have two lists of "people to meet": One list should be the people to meet within the first two weeks, and the second list people to meet within the second two weeks. Next to each name should be a primary college employee or community member who will make the contact and introduction.
4. The new president should receive assistance in setting up checking and savings accounts. Banks and credit unions often have a broad array of options, so much so that the new president can spend two or three full days just traveling around and assessing benefits. One member of the transition team can get an idea of what the president is interested in, and can "shop around" to come up with possibilities.
5. The new president also should receive assistance in house or apartment shopping; particularly important if school-age children are moving, too. Again, a member of the transition team should have some idea regarding which school districts within the college district might be most appropriate and which realty companies might be helpful. In any case, the transition team member will be able to find out more easily than the new president, who will be new to the community.
6. The new president's spouse might need assistance in locating potential employment, if he or she chooses to work immediately upon arriving in the community. Again, a member of the transition team may be able to assist the spouse.
7. The public announcement process is usually the responsibility of the college's public information office and might include a series of formal or informal "gatherings" for constituents at the college and/or in locations throughout the community. Community members who received the regular Progress Reports (recommended by ACCT as part of the CEO Search Process) should be included in the invitations as appropriate.
8. Press kits (including photo, biography, brief statements from the new president, and press releases) to announce the new president should be developed by the college's public information staff during the on-campus visits of the final candidates, prior to the selection of the new president. A biography of each of the candidates will already have been prepared for the various group meetings with the candidate, and this will form the basis of the final press release. National higher education publications (People columns or Gazette), should receive the release. Press kits should also be sent to: national organizations such as AACC, ACCT, ACE; education editors of major state newspapers and local newspapers; all state community college presidents and public information offices; state four-year college and university presidents and public information offices; the Governor's office; state legislators (especially those representing the college's service area); local and adjoining superintendents of schools, city/county commissioners, mayors and Chambers of Commerce.

It is the responsibility of the board of trustees, individually and collectively, to formally introduce the new president to the community, both internal college constituents and community groups.

Board of Trustees' Retreat

Many boards schedule a full Board/CEO retreat to occur either shortly before the new CEO begins his/her new role or immediately following his/her arrival. This retreat is an opportunity for the board and new CEO to begin the process of learning about each other, styles of operation and communication, and other issues.

At this retreat, the CEO and the board might review the board's specific expectations of the CEO – what does the board want accomplished in the first six months, the second six months? How will the board evaluate/measure the CEO's accomplishments? This is a time for the board and the CEO to reflect on their short-term and long-term goals, perhaps by reviewing the CEO Profile that was used during the search. This is also an opportunity to seek out "hidden agendas" that may need to be confronted. ■

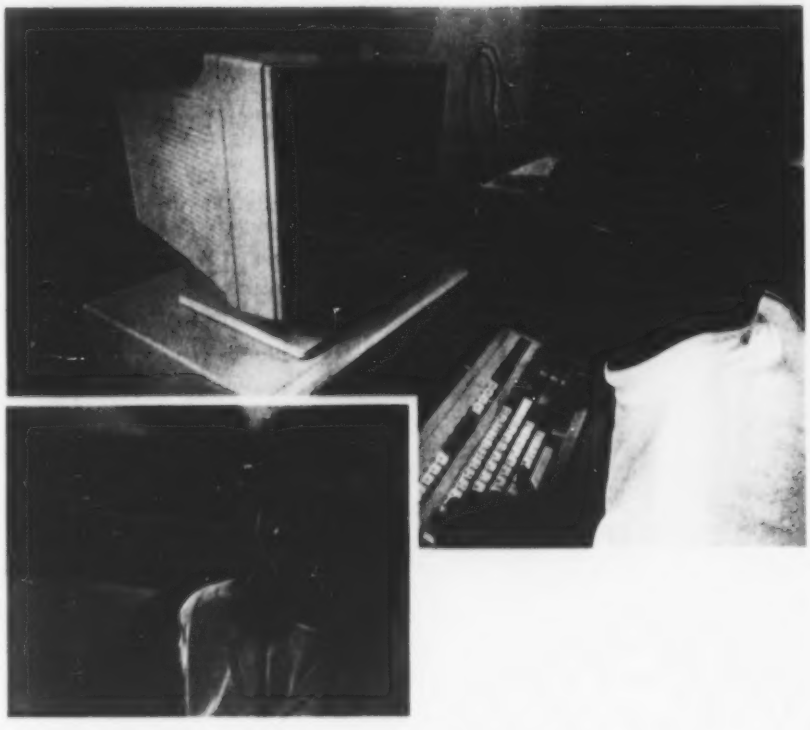
Welfare Reform and the Role of Community Colleges

Tacoma Community College Builds Human Dignity and New Job Skills in Welfare-to-Work Program

By J. Andrew Lingwall

You can feel the positive energy before you even sit down in the classroom. "Welcome to the next step on the way to your new job," says Kim Washington-Moten, an instructor with Tacoma Community College's (TCC) Job Assistance and Development Program. "We're here to help you make sure that when the job comes up, you'll be number one in line."

That's a big part of the Job Assistance and Development Program. Established in early 1997 to operate alongside WorkFirst, a new Washington program that replaces the state's welfare system, it offers job training and job readiness services to the 17,500 adults on public assistance in Pierce County. To date, 87 people have completed the program and 67 percent have found employment.



Because most employers recognize the value of job training at community and technical colleges, students emerge from the Job Assistance and Development Program with a credential that has real value at hiring time. "Instead of saying they're just getting off welfare, students can tell employers they've graduated from a program at a community college."

"What we're trying to do is provide people with some basic job skills and work experience as they make their way back into the workplace," said Job Assistance and Development Program grant coordinator and TCC Human Services instructor Mike Towey. "In that process, we also try to change their self-perception to that of a learner

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with potential rather than a helpless client in need of assistance."

Towey says a community college campus is an ideal place for welfare recipients to begin making that transformation. "Within a very short time here, people begin to realize they are skilled and have something to offer."

And, because most employers recognize the value of job training at community and technical colleges, students emerge from the Job Assistance and Development Program with a credential that has real value at hiring time, Towey says. "Instead of saying they're just getting off welfare, students can tell employers they've graduated from a program at a community college."

When Congress and President Clinton enacted federal welfare reform legislation last summer, Washington joined many other states in a scramble to develop new programs for public assistance clients. Earlier this year, the Legislature and Governor Gary Locke created WorkFirst, a program that places a priority on jobs for welfare recipients.

Driving the program is the philosophy that any job is a good one, and that the best way to succeed in the labor market is to join it. WorkFirst places a 60-month lifetime limit on cash assistance, while providing food stamps, child care, and other benefits to clients who are still establishing themselves on the job. It also contains "safety net" provisions for children, the elderly, people with disabilities, and others who are unemployable.

Tacoma Community College is one of nine two-year colleges in Washington that received state and federal funds to initiate pilot training programs in conjunction with WorkFirst. ■

CALENDAR

Trustee Education Opportunities
October 1997–January 1998

October

2-3
Trustees Association of
Community and Technical Colleges
of Washington State
Fall Conference
Renton, WA

15-18
ACCT
Annual Convention
Dallas, TX

16-17
Wyoming Community College
Trustees Association
Annual Meeting
Torrington, WY

17
Texas Association of
Community College Trustees
and Administrators
Annual Conference
(in conjunction with
ACCT Annual Convention)
Dallas, TX

23-24
Kansas Association of
Community College Trustees
Annual Conference
Wichita, KS

31-Nov. 1
Oregon Community College
Association
Annual Conference
Ashland, OR

November

5-7
Missouri Community College
Association
Annual Convention
Kansas City, MO

7-8
Wisconsin Technical College
District Boards Association
Fall Meeting
Waukesha, WI

13-15
Technical Institute Directors'
Association of Georgia (TIDA)
Annual Meeting
Gainesville, GA

20-22
Community College League
of California
Annual Convention
Oakland, CA

20-22
Florida Association of
Community Colleges
Annual Convention
Tampa, FL

January 1998

16-17
Wisconsin Technical College District
Boards Association
Winter Meeting
Kohler, WI

30
Ohio Association of
Community Colleges
Leadership Conference
Columbus, OH

Successful Developmental Courses: *A Study in Collaboration*

When you're a fresh-faced third grader learning basic multiplication for the first time, the tasks before you can be daunting. But when you're a freshman college student trying to learn multiplication for the umpteenth time, the process can be positively overwhelming.

Yet, according to "Developmental Education on the College Campus: A Status Report," written by Zachary M. Narrett, Ph.D., nearly one-third of all college students in the U.S. begin their freshman year needing basic developmental courses in math, reading, or writing.

Currently, says Narrett's study, about 85% of all the nation's colleges have incorporated developmental learning into their curriculum. Not only has this additional course load placed a terrific strain on the colleges' already stretched budgets and overworked faculty, but colleges have also found that the students who are required to complete the developmental courses can be frustrated by what they perceive as yet another academic obstacle. Whether these students are foreign-born, from low-income households, or they "just didn't apply themselves" in high school, they require special care and attention to help attract them to and keep them in college.

Many of these "high-risk" students are also the most likely to drop out before their degrees are completed. Dropping out can affect the student's self-esteem and future potential. In addition, the college suffers in many ways. Financially, there's the issue of lost revenue. Educationally, any positive interaction between faculty and student is short circuited.

Thus, colleges face a triple challenge: how to prevent student dropout, make developmental learning courses interesting, and quickly and effectively segue developmental students into credit-bearing courses, and ultimately into successful careers.

One educationally-focused company, Kaplan Learning Services, has found an answer. Within the last year they have created a partnership program specifically to bring developmental education programs to community colleges. This program is highly unique because it enables community college faculty, students, and administrators to draw on Kaplan as a resource to collaboratively develop the most effective materials, course curriculum, and teaching methods for the school's particular needs.

This foray into offering college-level instruction may seem unusual to those who think of Kaplan as the leading provider of intensive test preparation courses for university and graduate school students. However, Kaplan's student population and overall mission have always been much broader. Kaplan has always been a leader in academic outreach, consistently looking for ways to help students in their educational pursuits, and even providing its services free of charge when necessary. It was the founder of Kaplan Educational Centers, Stanley Kaplan himself, who believed that no motivated student should be deterred from education, and his philosophy continues to be practiced. Many students of diverse backgrounds have benefited from Kaplan's community outreach efforts, including ShaRhonda Clark from Oakland, California. (See inset for ShaRhonda's story.)

Martin J. Vespo, Executive Director of Kaplan Learning Services, explained, "Our many successes in community outreach showed us the enormous impact we could have on the high school level. But we also recognized a need to extend that reach to community college students who require developmental courses."

The result was Kaplan Partnerships in Learning, a program that works in conjunction with each community college's existing faculty, students, and resources. The program is goal-oriented, designed to enhance students' developmental course experiences while transitioning them smoothly into credit coursework.

Dr. Kay Grastic, vice president of education at Greenville Technical College, explained, "Kaplan has a comprehensive range of resources, as well as fresh ideas. They have been able to integrate into the fabric of our college, have become known faces on campus, and have an obvious interest in our students."

A typical partnership with Kaplan Partnerships in Learning consists of the following components:

1) Skills Workshops
This process introduces students to those skills identified as prerequisites for college-level work and helps students prepare for their college's assessment tests, often the first step in the admissions process. This requires defining the institutional goals and academic skills required for students to focus and succeed.

2) Student Profiles
Each student's strengths and needs are then evaluated relative to the skills measured in their college's assessment tests. Personalized, easy-to-read computer-generated reports are produced, highlighting a student's individual skills and areas of improvement. This data is extremely useful for improved faculty instruction as well as for student self-review.

3) Individualized Instruction
The college's faculty works with Kaplan to create courses that help students master the skills they need in order to make the transition to more rigorous coursework. Using the student profile reports, a study plan is created based on the content students must know to reach their long-term goals. The end result is a highly positive developmental learning experience.

Kaplan stresses that this program requires a strong collaborative effort between the college and Kaplan personnel. "Our program is called Kaplan Partnerships in Learning because it is defined by a close working relationship both with the institutions and the students," explained Mr. Vespo.

Collaboration is the key word, because Kaplan neither claims nor attempts to usurp the institutions' existing developmental programs. In fact, the key element of the program's success is utilizing the collective skills of the college's staff and Kaplan's expertise and resources to ensure students' educational success.

Of course, some may ask, "If a college's existing developmental program ain't broke, why fix it?" However, Kaplan partnerships allow both organizations to couple their "best practices." Furthermore, the community colleges that are using the Kaplan developmental model have found the addition of Kaplan's resources to be a very positive experience.

Two examples of Kaplan partnerships exist at Greenville Technical College (GTC) in South Carolina, and Tennessee's Chattanooga State Technical Community College. "We wanted to work closely with an outside resource to develop a highly customized remedial program, and only Kaplan offered that," explained Dr. Thomas E. Barton, Jr., president of GTC.

Dr. James Catanzaro, president of Chattanooga State, said, "Kaplan's diagnostic and instructional expertise will enable us to assess the needs of individual students more precisely and develop targeted educational programs, accelerating student progress towards a degree."

With such a clear need in the U.S. to get more students into and through college, it seems Kaplan has hit upon just the right solution.

For a FREE copy of "Developmental Education on the College Campus: A Status Report," which outlines the latest trends and developments regarding this issue, or for more information about Kaplan Partnerships in Learning, call 1-800-KAPLAN, Ext. 2781. Or send an e-mail to Bruce_Mau@kaplan.com.

Reaching New Heights: *The Success Story of ShaRhonda Clark*

ShaRhonda Clark's education in a tough inner-city high school was predominantly one of fear and survival. Ill-prepared for the SATs, ShaRhonda initially scored only 600. But, while participating in a Summer Search education program, ShaRhonda received a scholarship to a Kaplan SAT course and raised her score to 750. This fall she is attending a local community college. Although community college admission is not contingent on how well one does on the SATs, ShaRhonda's ability to raise her scores significantly in a short period of time taught her a great deal about her own potential. "No matter how frustrated I got, I knew that things would get better if I didn't give up. Life is full of advantages and disadvantages. I learned to look at things from different angles, and [discovered] that my life has sides that are still transforming."

She continued, "Although my ultimate goal is to attend Howard University, Chabot [Community College] provided a solution to the financial obstacle I was facing. I'm able to begin my education immediately, keep my job as a bank teller, and continue to save my money. One day I'll get to Howard, but in the meantime I can take college courses while I work, so I'm not putting my education on hold. That's very important to me."

Community outreach has been a tradition at Kaplan since its inception nearly 60 years ago. Among the outreach programs currently offered by Kaplan are: 1) test prep tuition assistance, 2) book and software donations, 3) free tutoring services, 4) one-to-one mentoring partnerships, 5) an essay contest which awards $10,000 in college scholarships annually (jointly sponsored by Kaplan and *Newsweek* magazine), 6) support programs for educators and administrators, and 7) Kaplan employee volunteer programs. Recently, Kaplan "adopted" a New York City public high school, A. Philip Randolph in Harlem. Kaplan volunteers each give four hours per month helping Randolph students prepare for college, define their future goals, and explore career opportunities. In addition, Kaplan provides various support and resources, such as training and materials for study skills seminars, computer and book donations, and more.

Kaplan also puts an emphasis on helping students build their self-esteem. In fact, confidence boosting is a cornerstone of Kaplan's philosophy, and has proven to be quite instrumental in many a student's long-term success. As ShaRhonda Clark put it, "[I learned that] as long as I tried my hardest and did my best, I would always be a winner."

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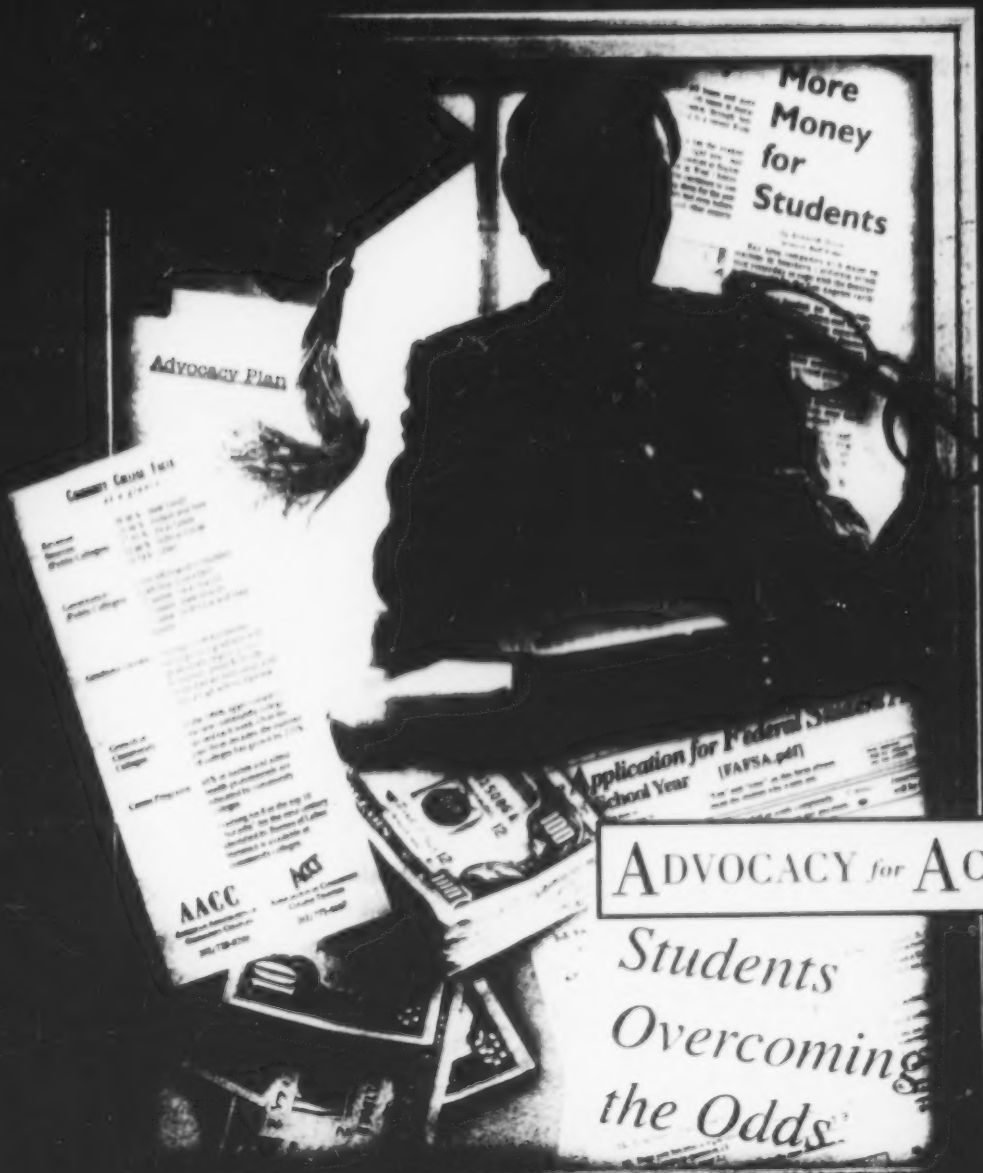

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Building Public Support Through the Media

by Carol Ann Kell

Advocate: 1. one that pleads the cause of another, 2. one that defends or maintains a cause or proposal.

—*Webster's Dictionary*

Carol Ann Kell is a former journalist who spent 12 years working for radio and TV stations as reporter, anchor, and talk show host. She has been a correspondent for ABC NEWS, CNN, and Metromedia. For the past 12 years, Kell has helped prepare clients for media appearances — from local newscasts to "Sixty Minutes" and "20/20" to interviews with The New York Times *and* Wall Street Journal *and a host of trade magazines. She has conducted advocacy training for a United Nations agency, preparing leaders worldwide to handle media interviews that will be shown globally. She is based in Washington, DC.*

What is Advocacy and Why Should You Care?

At 4:50 on Thursday afternoon, you receive a phone call from an agitated director of public information at the community college where you serve as chair of the board of trustees. He reports that several media vans have gathered across from the administration building. Reporters armed with microphones are advancing.

"Will you speak with them?" the PIO asks. The college president is out of town to solicit benefactors and the reporters are clamoring for someone to speak about the case. Board policy designates the chair as spokesperson for the board. "Do I have a choice?" you respond. The answer is no.

You know that nine months ago, a 36-year-old, female associate professor filed a $3 million sexual harassment suit against the college. She alleged that the academic affairs officer denied her a promotion because she resisted his romantic entreaties. The officer has denied any such involvement. Early this morning, just a day before the case was due to go to trial, lawyers for the college negotiated a $615,000 settlement. A confidentiality clause sealed the terms.

But someone has leaked the settlement to the news media. And the reporters want answers. "If he is not guilty, why are you paying her so much money?" "How can you spend $615,000, when you've had to lay off faculty?" "Will you ask the academic affairs officer to resign?"

As you puzzle out these questions with the PIO, you wonder whether you will be able to sway the reporters and whether people will believe you on the 6:00 o'clock news. You will have to say something. But what?

In a perfect world, you, the board chair, have already been media trained to know how to think through the messaging process, articulate good soundbites, and follow the rules of getting a message across in a crisis situation. When the crisis hits, it's too late for media training. The experience should be in periods of calm, not when you are in the vortex of the tornado.

Making the Message Visible

In your role as a trustee of your community college and as a member of ACCT, you are frequently in a position to act as an advocate for the issues that confront community colleges. And someday, you may find yourself in a situation not unlike the one which faced our fictitious board chair. The question is, will you be prepared? And if you are not, what steps can you take to be more effective?

One crucial part of advocacy is making your issue visible. Every opportunity should be used to make the public aware of community college issues. Some effective media for getting your message across include: promotional letterhead and decals, speeches, direct publicity (i.e. special exhibits, flyers, or brochures), conferences, seminars, and social events with elected officials (both local and national). But the part of advocacy that we are going to focus on is using the news media to your advantage, both proactively and in times of crisis.

Newspapers, radio, and TV are the most effective and least costly way to get your name and issues before a wide audience. For example, let's say your community college in Des Moines, Iowa, has created an innovative program connected to the welfare-to-work issue. How would you make sure the public knows about the program? By working with your college's public information office to take an interesting story to the local media, counting on your PIO to know how to contact reporters, giving a good interview, and getting across positive messages about the program. That is being an advocate. That's the local view. Now how about the national perspective? Take the same story to *The New York Times*, and use it as an example of how a national program implemented locally is making a difference (your tax dollars at work), and what the future holds. But don't go to either media without knowing what you are doing.

You must make sure the story has a "there" there. Journalists are not easily fooled and don't suffer fools gladly. They want red meat, not fluff. Don't waste their time with fluff. You might not get a second chance.

Editorial board meetings are a good way to advocate on behalf of your college. For instance, when you meet with newspaper editors, you could bring along an administrative official and a professor to discuss the value of a recent partnership with the technology sector. All of you would be advocates spinning messages about saving tax dollars while putting into the hands of students the skills they need to succeed in the

In a perfect world, you, the board chair, have already been media trained to know how to think through the messaging process, articulate good soundbites, and follow the rules of getting a message across in a crisis situation. When the crisis hits, it's too late for media training. The experience should be in periods of calm, not when you are in the vortex of the tornado.

global marketplace. You must anticipate, however, the reporter's natural inclination to explore the negative sides of the issue.

No one is born knowing how to speak to reporters. It's like language. It must be learned. A key part of being a responsible advocate is to know what you want to say and turn negative or off-the-mark questions into opportunities to talk about what YOU want to talk about. This is not as easy as it seems, because it is not logical. It's natural to answer a question that is asked of you. It's unnatural to give short shrift to that question and bridge to what you want to talk about. But, in the brief time you have with a reporter, this is what you must do.

Basically, the reporter divides up the world of potential newsworthy stories into two spheres: "hard" news and "soft" news. Hard news is the classic breaking story. Examples include hacker break-ins, layoffs, student protests, and campus safety issues (e.g., hazing and rape). Soft news is the second tier news story. Though it too may center on an event, it doesn't carry the same urgency of the breaking story. Here, the focus is on human interest and the community. While hard news stories have a way of happening all on their own, you will need to push to get soft news stories out to the public.

No one is born knowing how to speak to reporters.

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You should know that reporters are folks who are always looking ahead. Once an event has happened, it's old news. First, reporting on a story (answering the who, what, when, where, why, and how questions), then looking into a crystal ball to see what is going to happen, is the journalist's main job. And yours should be to know the rules of how reporters operate so that you can be a good interviewee — and get "into the Rolodex" as a source so that you are called on again and again.

So understanding the journalist's mindset is crucial. Typically, journalists tend to be young, liberal, idealistic, anti-institutional, and biased in favor of the "little guy." Community colleges often serve well those who might not otherwise have access to a college education. As such, there may not be the same bias against your institutions as would be prevalent toward a large university.

When I was a reporter in Philadelphia many years ago, and needed an expert academic to comment on an issue, I always used Temple University, "a state college," over the University of Pennsylvania, an "Ivy League" place. Why? Because the public relations person at Temple used to get back to me within 15 minutes and would get me an "expert" on a subject within a half hour. After going through at least two secretaries at Penn, I would be told the PR person "would get back to me." He usually did, the next day, wondering what I wanted. I would incredulously tell him, "I have no idea—that was yesterday's story."

This illustrates another caveat about dealing with reporters. You must be sensitive to their deadline constraints. At my radio station, yesterday afternoon's story would be gone normally by 9:00 or 10:00 that night. Only if it were an ongoing story, would it be news in the morning. There are all kinds of people waiting out there to be "experts" — but who gets quoted in the paper or on TV or radio? Often it is the expert who is available.

Elements of Communicating a Successful Message to the Media

In interacting with the media, you need to know how to speak in a simple, clear, and concise way. When a reporter is after a story, he or she doesn't want to interview a walking Ph.D. He or she wants the information fast, first, and if possible, correct. If you don't meet the deadlines, the journalist will go elsewhere...to another academic source, or worse, the police or local officials, who will never tell your story as well as you would. Your objective as spokesperson is to get in the Rolodex and stay there. You must use words that are clear, concise, pithy; that form a "soundbite" or quotable quote. Of course, there are often very good reasons for giving thoughtful and guarded responses to intractable issues. Indeed, the situation may call for them. But the TV public views such responses more as countermeasures for avoiding the truth rather than artful arguments.

A soundbite is a quick, memorable, catchy encapsulation of the heart of the message you are trying to get across. Examples include Johnnie Cochran's "If it don't fit, you must acquit." Learning the art of the "soundbite" is a little like learning French. It is a different language. To become adept in wielding soundbites and quotable quotes is less a matter of innate ability than an acquired skill. The way you learn to speak in soundbites and quotes is to focus on your message, and then come up with a

clever phrase that captures the essence of what you want to say in a brief, memorable way.

In President Kennedy's day, the average soundbite was 63 seconds long. Last year, it was seven seconds. If you want to get on the air you must speak in "Soundbite."

But to communicate productively with the media, you need to do far more than master soundbites. You need to be able to develop varying approaches depending on the context of the issue. For instance, to entice media attention around the dedication of a new administration building, your public information office will need to solicit their attention—opting for an open and "generous with your time" approach in hopes of luring their interest. On the other hand, a crisis media event calls for an entirely different approach. The barbarians are at the gate; what will you say when you open it and they shove a microphone in your face?

In a crisis situation, the last thing you want to do is respond with "no comment." You may perceive it as a neutral "nothing gained, nothing lost" approach that buys valuable time while you cobble together a delicately worded response, but such is not the case. The truth is that those words should never be uttered on TV. The phrase has been used so often by those blatantly guilty that the public just assumes you must be lying if you cannot think of something more helpful to say.

Instead of hiding, confront the challenge. When you speak, you hold on to the ability to control the agenda and shape public perception. By retreating to cryptic silence, you cede control and open yourself up to the worst possible inferences. While you should avoid speaking prematurely about a delicate issue, at the same time letting a critical moment pass could be an unrecoverable lost opportunity. You can never plan, in detail, for the unexpected catastrophe on which you might find yourself commenting. However, you can learn the skills needed to get a preliminary message out to the public at the outset while you and your staff develop a more refined response.

Take our poor trustee who must respond to the big discrimination settlement. In the world of the media, things are black or white, good or bad, no shades of gray. In reality, that is seldom the case. Our trustee must say something, even though she still cannot talk directly about the terms of the settlement. But that does not mean she cannot "spin" the college's side of the story to keep the good image of the institution from harm. While not specifying the amount, she must give the rationale for settling—such as to save litigation costs. However, she cannot leave herself open to not seeing "justice" done because of mercenary rationales. A possible response could be: "Just because we settled, doesn't mean we've done anything wrong. Sometimes being right isn't enough." A person speaking in a measured cadence could get this message across in six seconds. Sounds moral, righteous, believable, and—more importantly—it works for television.

To communicate productively in the media, you need to do far more than master soundbites. You need to be able to develop varying approaches depending on the context of the issue.

So, our trustee has now gone through baptism by fire. She is in the Rolodex with a note—"available and quotable—good on TV." She is an advocate.

It is critical to know how to develop your messages and get them across no matter what questions are asked. A good advocate always has interesting examples to illustrate his or her messages. He also knows how to build word bridges to get his messages across. Reporters are generalists and need to be educated about issues. They know how to ask the five "Ws" and "H". They know how to think critically. But they don't know much about your subject—community college education. That's your job. ■

Tips for Dealing with Reporters

- Know what you want to say, and find a way to say it by using the "bridge" technique.
- Never say "no comment."
- Respect reporter deadlines.
- Say it succinctly and simply.
- Don't be afraid to say "I don't know," rather than speculate and be wrong.
- If you don't understand a question, ask the reporter what he/she means.
- NEVER go off the record.

Community College Advocacy: Strategies That Work

by Ann M. Garten

When we consider the major responsibilities community college trustees and other leaders in our system have, none is more critical than the vital role of advocacy. A good advocacy program should be a part of every community college districts' strategic plan.

Speaking out on behalf of our colleges and their needs is an important aspect of being a community college trustee. Our elected officials continually hear from other constituent groups such as business leaders, other public and private higher education institutions, and special interest groups, to name a few. If they don't hear from community colleges, they will likely assume that we are satisfied with the way things are going and we don't have any issues to bring to their attention.

Ann M. Garten is district public affairs director for Coast Community College District, Costa Mesa, California.

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Knowing and being known by your local, state, and national elected officials can often make the difference between receiving assistance for your college(s) and not. Our elected officials should not only see us when we want something. Certainly chatting briefly with them when you see them at events in your community is important; and don't always make the conversation a request or complaint. Ask them about their family, golf game, or another subject in which you know they have an interest. You can even go a step further, and schedule visits around the holidays to wish them happy holidays and let them know about a new program, building, etc. you'd like them to visit. Leaving the office without asking for anything leaves them with a good feeling.

At the Coast Community College District, the chancellor and I usually make a round of visits with our state and national legislators during November and December for this very purpose. When we visit new legislators who aren't aware of our "social" visits, we can see their shoulders relax and hear the sigh of relief as the chancellor tells them, "We're not here to ask for anything, we just want to say happy holidays and invite you to visit our new ... " When they do visit whatever program or building we've invited them to see, then it's advocacy time.

Another non-advocacy event in which all four community college districts in Orange County, California, participate annually, is a dinner in our state capitol shortly after the legislative session begins each January. We invite the Orange County state legislators to dinner at a popular restaurant and just enjoy great food and good conversation. Typically about 80 percent of our state legislators attend this event. Those who have been around a few years know it's strictly for fun and no advocating goes on, and the new ones attend to find out what it's all about.

This event, among others, is held under the auspices of our own "Orange County Legislative Task Force" (OCLTF). The OCLTF was formed many years ago by a few of the community college trustees from Orange County, who believed that we could have a stronger voice as a constituency representing all four community college districts, verses going as individual districts. This four-district contingent represents nine colleges in Orange County, over 188,000 students, nearly 13,000 full- and part-time employees, and more than 2.7 million residents. The OCLTF meets monthly throughout the academic year.

We do advocate our issues and needs to our local, state, and national elected officials on a regular basis, as well. In addition to the four districts advocating on an individual basis, each September the OCLTF identifies three to five state and national legislative issues which form our advocacy focus for the coming year. The OCLTF comprises one trustee and one community representative from each of the four districts, and each year we rotate the following representatives: a faculty rep from one district, a student rep from a second district, a classified rep from a third district, and the chancellor from the fourth district, who serves as the chair of the OCLTF for the year. Each district also has an ad hoc representative who is the public affairs/government relations staff member responsible for ensuring that the tasks are completed. In addition to the dinner in Sacramento, the OCLTF visits our state legislators in Sacramento once or twice per year and at least once in their district offices in Orange County.

This year, for the first time, the OCLTF is also coordinating visits to our congressional representatives during the Community College National Legislative Seminar in Washington, DC, February 21-24, 1998. With input from ACCT and AACC, we have selected the issues that we will discuss with our representatives as a task force, representing the students, staff, and constituents of Orange County as a united voice.

Over the years, I've learned several things to keep in mind when working with elected officials. Some of these include:

- always tell the truth—if they find out you've been less than truthful, you and your college could suffer serious consequences;
- keep your message simple and to the point;
- be organized—know your facts and how you want to present them, and if you choose to leave written information, keep it brief and to the point;
- be unified—don't give opposing information or views while in your legislator's presence;
- do your homework —know where your legislator stands on your issues;
- do your homework on the issue or bill you are advocating—be prepared to give examples to support your position;
- use staff—legislative staffers are usually very well versed in specific areas of legislation and working with them is as important as working with the legislator;
- monitor and communicate—if your representative votes to support your issue or bill, drop him or her a thank you note;
- compromise—you may not always get exactly what you want, but perhaps you can meet halfway and at least get part of what you need.

As community college leaders,

if we all work with our legislators to present our concerns and issues in a united voice, we are a very strong constituency. We represent millions of students, employees and business partners. By working together, we certainly can and should be a powerful force.

At the Coast Community College District, our advocacy program is a year-round process. We regularly meet with our elected officials throughout the year, we write numerous letters on specific issues or bills, and we invite two or three legislators to visit one of our campuses each semester. Our elected officials are on our media mailing list, and therefore receive all of our news releases. We have several in-house publications to keep trustees, staff and students apprised of the issues affecting community colleges. These publications include: a regular column in our district newsletter, a legislative update distributed at least every two weeks to trustees and chancellor's cabinet members during legislative sessions, and a publication called "Did You Know ...." which is distributed to all staff when there are critical and timely issues affecting our community colleges. All staff also have access to legislative bill information via our district-wide computer database, which is updated on a regular basis. In addition to meeting with elected officials in Washington, Sacramento, and their district offices, as the district public affairs director, I schedule regular lunches with district office staff to keep them apprised of issues between visits with our legislators.

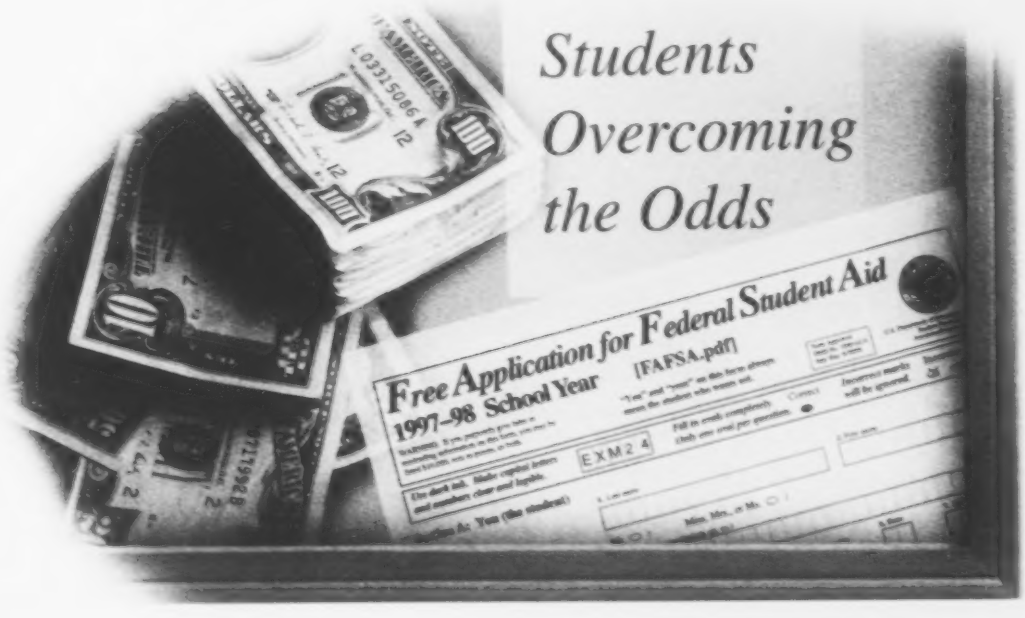
Community College Facts
at a glance
Revenue Sources (Public Colleges)
39.38 % - state funds
19.94 % - tuition and fees
17.95 % - local funds
12.60 % - federal funds
10.14 % - other
Governance (Public Colleges)
Over 600 boards of trustees
6,000 board members
27 states - local boards
17 states - state boards
5 states - both local and state boards
Graduate Income
Average expected lifetime earnings for a graduate with an associate degree is over $1 million, about $250,000 more than an individual with only a high school diploma
Growth of Community Colleges
In the 1960s, approximately one new community college opened each week. Over the past three decades, the number of colleges has grown by 270%
Career Programs
85% of nurses and allied health professionals are educated by community colleges.
Training for 8 of the top 10 best jobs for the next century identified by Bureau of Labor Statistics is available at community colleges.
ACCT

Another area where I believe community colleges can advocate on behalf of our issues is by utilizing public relations tactics. By reaching out to newspapers, editorial boards, radio and television talk shows and news programs, we can utilize them to help articulate our message. For example, when you need funds to continue serving certain populations, write a news release explaining how the monies would impact your college or a specific student at your college. Have a prominent local businessperson write a letter to the editor, or an op/ed piece, "selling" your story for you. Building coalitions with business groups in your community can go a long way toward getting your point of view heard. Participate in your local chamber of commerce's legislative committee and have constituents outside the education arena advocate for your issues. Ask the business members of your foundation and the business partners who participate in your training programs to join you when you visit your legislators and/or write a letter in support of your issues and needs. Community colleges and other not-for-profit entities have been using grassroots advocacy methods for years, because that's the only mechanism we've had available to us. With changes in lobbying laws, many paid lobbyists are now merging advocacy and public relations techniques to get their message across in a grassroots fashion. We can and should continue to utilize the same methods.

On a final note, we all know saying "thank you" can go a long way toward building a positive relationship. When your representative does something you appreciate, or supports your college or community colleges in general, remember to say "thank you" by writing a letter and/or calling your representative. Remember, they'll appreciate you more if they hear from you at times other than when you want something.

As community college leaders, if we all work with our legislators to present our concerns and issues in a united voice, we are a very strong constituency. We represent millions of students, employees, and business partners. By working together, we certainly can and should be a powerful force. ■

Advocating for Student Financial Assistance: The Key to Enhancing Access



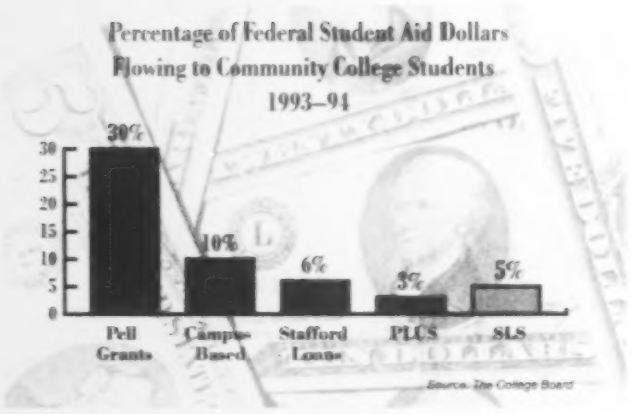
by J. Noah Brown and Stephanie Giesecke

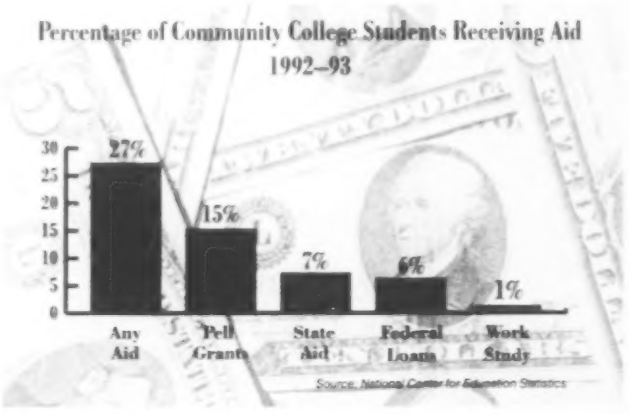
When Congress returns on January 26, lawmakers will turn their attention to sustaining our nation's investment in higher education. Specifically, the Higher Education Act, which provides roughly $50 billion annually to institutions and students, will expire on October 1, 1998, unless reauthorized or extended by Congress. As in the past, community college trustees will assemble in the nation's capital this February to demonstrate their support for this critically important legislation.

J. Noah Brown is director of federal relations and Stephanie Giesecke is legislative assistant for the Association of Community College Trustees.

Since 1965, the Higher Education Act has aided tens of millions of individuals in achieving their dream of obtaining a college education. But community college trustees understand that its importance goes well beyond the money it provides. Through the student assistance programs, the federal government not only helps assure that individuals have access to college without regard to personal or family economic circumstance, but makes a substantial downpayment on the nation's competitiveness, strengthening our ability to compete globally—elements embodied by community college trusteeship.

While many education analysts lavish praise on the immediate benefits of federal student financial assistance, there is another important facet to such assistance. The $50 billion spent annual-





While many education analysts lavish praise on the immediate benefits

of federal student financial assistance, there is another important facet to such assistance. The $50 billion spent annually on assistance to students and institutions dwarfs other federal expenditures on workforce education and training.

ly on assistance to students and institutions dwarfs other federal expenditures on workforce education and training. Programs like School-to-Work, JTPA, Dislocated Workers, Vocational and Adult Education don't even come close to matching the level of assistance and success made possible by the Higher Education Act programs.

The nation's community colleges are supported primarily by the taxpayers in their local communities and states. In fact, 57 percent of colleges' revenues flow on average from state and local coffers—an important reason why such institutions are governed by appointed or elected community representatives. Federal funds account for a relatively minuscule 5 percent of colleges' revenues. But these figures mask an important reality about how critically important federal student assistance programs are to community colleges in serving their communities' diverse needs.

Federal student financial assistance accounts for 80 percent of all assistance available to community college students. This assistance flows primarily to low-income students who otherwise would not have the means to attend a community college, much less any other type of higher education institution. The reality is access to education that helps assure success in the workplace for the more than 10 million students who pass through community college doors each year. It is success that translates into personal economic security for adults and in maintaining a highly skilled workforce. And it remains the primary mission of our institutions.

Community colleges serve a huge segment of America's higher education clientele. Our students account for 44 percent of all undergraduates in higher education and 46 percent of all first-time freshmen. Nearly one-third are drawn from racial and ethnic populations and are aged 30 and older. Close to one-half of community college students work full-time in addition to attending classes. Not surprisingly then, work and family obligations necessitate that two-thirds of community college students attend classes part-time. In short, community colleges provide access to the broad mosaic that is the adult population.

The principal federal program assisting these students is the Pell Grant program, named for its creator, former Rhode Island Senator Claiborne Pell. The Pell Grant is awarded to students with the greatest financial need and typically covers the costs of attending the average community college. Data from the U.S. Department of Education reveal that among community college students who receive student financial assistance, more than 15 percent receive federal Pell Grants. Remarkably, these same students receive over 30 percent of all Pell Grant dollars—some $2 billion annually in federal assistance that flows directly to community college students. No other federal program gets even close to assuring the broad-based access to college made possible through the Pell program.

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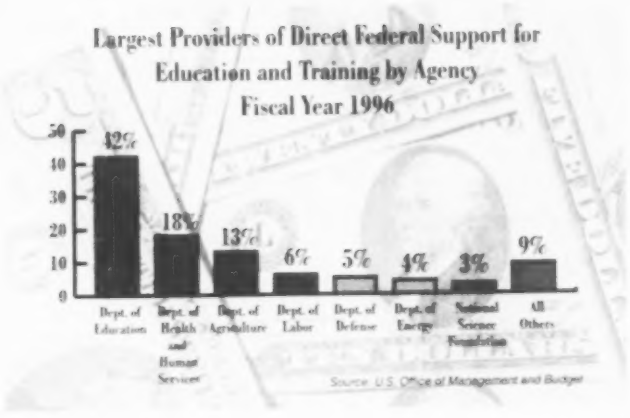

Pell is made even more important because community college students participate very little in all other federal financial assistance programs, like the student loan programs, campus-based aid programs, and work-study. Community colleges' relatively modest tuition and open-door policies are the reason. The maximum Pell Grant is $3,000 for the current academic year, more than double the average tuition at a typical community college. And because Pell is a needs-based federal grant that doesn't have to be repaid, needy students gain access to college without incurring student debt that can severely hamstring their chances for later success in the workplace.

Increasingly, Pell Grants provide real opportunity to adults who are at the greatest risk of being left behind in our rapidly changing economy. For instance, Pell Grants are helping to support 75,000 dislocated workers each year to participate in community college degree and non-degree programs. Such adults in turn help fill employment needs in their communities, alleviating acute labor shortages, and reducing recurring local, state, and federal expenditures on workforce education and training intervention programs. Additionally, some 300,000 public assistance recipients receive Pell grants, helping many adults to leave behind the cycle of dependence and reliance upon low-paying jobs.

Community colleges are charged by their communities to provide real access to postsecondary education and training. Trustees are responsible for making this happen. Advocating for federal student assistance programs helps trustees both to address community needs and discharge their unique responsibilities as public representatives of their colleges.

Reflecting on the recent 25th anniversary of the Pell Grant, Senator Pell reiterated "that no student, with the talent, drive, and desire should be denied the opportunity for a postsecondary education solely because of a lack of financial resources." He also pointed to the Program's "simplicity" in design and intent as the hallmark of its enormous success in helping millions of adults. That simplicity includes the program's designed inclusivity, enabling remedial, vocational, and technical education and English-as-a-second-language students to benefit also from Pell assistance. Allowing such students to benefit from Pell at the front end of their community college experience significantly reduces the reliance upon other costly and less successful education and training programs. Pell's success also derives from empowering students by enabling them to choose the higher education institution that is most appropriate to their needs and aspirations without regard to the cost of attendance. Community college trustees know better than anyone that these important Pell characteristics must be maintained through the next reauthorization of the Higher Education Act.

Urging Members of Congress to continue the current Pell Grant award rules not only will help maintain Senator Pell's vision, but will greatly assist community colleges in meeting the diverse education and training needs of their communities, helping to ensure that the nation's economic engine continues to perform smoothly.

A top priority for community college trustees—in February at the National Legislative Seminar, and throughout the Higher Education Act reauthorization process—will be to ensure that Congress maintains the current eligibility categories for Pell Grants, which include part-time, independent, vocational, technical, remedial, and English-as-a-second language students, in addition to the so-called "traditional" students. Preserving access will be the focus of trustee advocacy efforts in the second session of the 105th Congress. ■

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Federal Appropriations for Higher Education and Training

(in Millions)

Labor-HHS-Education Appropriations Programs	FY 1997 Appropriations	FY 1998 Administration Request	FY 1998 Final Appropriations
Pell Grants	5,919	7,635	7,344[1]
Pell Grant Maximum	($2,700)	($3,000)	($3,000)
SEOG	583.4	583.4	614
Federal Work Study	830	857	830
Perkins Loan Capital	158	158	135
SSIG	50	0	25
TRIO	500	525	530
Title III-Part A	55.45	55.45	55.45
Hispanic Serving Institutions	10.8	12	12
Urban Community Service	9.2	0	4.9
FIPSE	18	18	25.2
Adult Education	345	382	340
Voc. Ed. Basic State Grants	1,007	1,025	1,027
Tech Prep	100	105	103
School to Work [2]	200	200	200
One Stop Career Centers	150	150	150

(1) The bill includes $286 million for independent student eligibility in Pell Grant program.
(2) $200 million is included in each budget of the Departments of Education and Labor.

Compiled November 19, 1997
Stephanie Giesecke, Legislative Assistant

COMMENTARY

Should Community Colleges Offer Baccalaureate Degrees?

BY
KENNETH P. WALKER

How will the nation's community colleges change to meet the demands of society in the 21st century? What will be the role of community colleges in a nation which will depend more heavily than ever before on a highly educated population in order to maintain and advance its economic prosperity? Will community colleges follow the lead of America's corporations and reinvent, reorganize, and renew themselves in the globally competitive environment of the next century?

Answers to these questions depend on the philosophical positions taken by community college presidents, boards of trustees, and faculty, as well as legislators, governors, business leaders, and others who have the ability to initiate change.

There will be at least two camps: those who prefer to maintain the present system, and those who want to prepare to meet the challenges and demands of a rapidly changing society with no preconceived limitations.

Competition to serve the increasing demands of students and employers will come not just from traditional community colleges and universities, both public and private, but from the business and corporate sectors, both nationally and internationally.

Studies continue to emphasize the need for dramatic changes in education at all levels. What those changes should be, how they are to be accomplished, why and where they should be made, and who should make them are questions that deserve discussion and debate.

The national crisis in higher education calls for creative solutions. Traditional thinking, based on past experiences, limited by turf protection and personal interests, does a disservice to the millions of students who will need a baccalaureate degree, but can't attend a university.

It is time to rise above such thinking, and to issue a national challenge to develop innovative ways of solving the crises of rising demand, limited access, and increasing costs. Failure to do so will result in deterioration of the economic, social, and political fabric of our nation.

According to a report of the Commission on National Investment in Higher Education, there is "a time bomb ticking under the nation's social and economic foundations: *At a time when the level of education needed for productive employment is increasing, the opportunity to go to college will be denied to millions of Americans unless sweeping changes are made to control costs, halt sharp increases in tuition, and increase other sources of revenue.*" An additional option should be added—make better use of the tremendous resources of the nation's more than 1,000 community colleges.

The Florida Council of Community College Presidents adopted a position which "...endorses the offering of baccalaureate degrees by community colleges in selected programs, as determined by local district boards of trustees and approved by the State Board of Community Colleges, based on documented local needs and demands, while avoiding unnecessary duplication of programs. It is the intention of the Council of Presidents that any modification of the mission of community colleges shall not affect the locally governed, open-access, com-

Kenneth P. Walker is the president of Edison Community College in Southwest Florida.

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munity responsiveness, historical mission of Florida's community colleges...."

Florida's Postsecondary Education Planning Commission (PEPC) is developing its five-year plan for higher education in the state. The issue of greater access to baccalaureate degrees for larger numbers of students at an affordable cost must be resolved.

If we believe that "widespread access to higher education is critical to the economic health and social welfare of our nation," then it is imperative that we take advantage of the vast system of community colleges. The facilities, faculty, staff, and programs are already in place at convenient locations. Expansion of the mission to include the baccalaureate degree, while retaining the open-door philosophy and local governance to assure responsiveness to local needs, is a logical option for solving the problems of rising demand, access and cost. This is not to suggest that community colleges should be converted to state four-year colleges. To the contrary, it is essential that the local mission and governance of the community colleges be maintained. And this is not to suggest that all community colleges should or would even want to expand their missions. The opportunity and authority, however, should be available for those community colleges where the need exists.

Consider a few of the benefits:

- Increases geographical, financial, and academic access to higher education;
- Promotes cost efficiencies by utilizing existing infrastructure;
- Maximizes human resources, i.e., community college faculty qualified to teach upper division courses;
- Supports success among non-traditional or returning students through smaller classes, less rigid sequencing, and greater scheduling options;
- Promotes ready articulation and upward mobility for students with associate degrees;
- Provides for cooperative use of community facilities for work-based learning;
- Maintains students' family and employment relationships while completing a degree;
- Expands community college commitment to economic development; and
- Responds to community needs for specialized programs.

The evolution of community colleges, the trends affecting access to higher education, and the benefits of offering baccalaureate degrees at local community colleges should be considered. Our nation's community colleges have always adapted to the educational needs of the times to meet increasing demands for access. When first founded, the mission of the junior college was primarily to provide lower division academic programs of study for transfer to a college or university. After World War II, servicemen returned to their families and communities, and junior colleges changed their programs to meet the new demand for education. During the 1960s, federal funding resulted in changing the mission to comprehensive community colleges with expanded programs in vocational, technical, and adult education. All these changes in mission, programs, and culture did not alter the fundamental philosophy of the community college or its local governance. Responsiveness to the fluctuating needs of society is basic to who we are as community colleges.

Offering the baccalaureate degree should be the next phase in the evolution of the community college movement. Open access and local governance should remain. The meaning of the word "comprehensive" could simply be expanded to include the baccalaureate degree. Our mission should not be defined by the needs of a bygone era. Rather, it must continue to include responsiveness, adaptation, and growth to meet the changing dynamics of the communities we serve by offering baccalaureate degrees.

It makes economic sense to utilize the existing community college infrastructure to meet higher education needs. It also makes sense to students and parents who are increasingly questioning the cost of higher education. Nationally, nearly half of all undergraduates attending public institutions are enrolled in community colleges. Additionally, "adult" education has taken on a new meaning, as more older students

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***Answers** to these questions depend on the philosophical positions taken by community college presidents, boards of trustees, and faculty, as well as legislators, governors, business leaders, and others who have the ability to initiate change. **There will be at least two camps:** those who prefer to maintain the present system, and those who want to prepare to meet the challenges and demands of a rapidly changing society with no preconceived limitations.*

are entering the community college system. The Department of Labor estimates that the average worker will hold four to six jobs in two or three different career areas in the course of his or her employed life. Where will these adults receive the training necessary to make these shifts? Regional universities do not always provide ready geographic, financial, or academic access to serve the masses. Lower tuition costs and convenient geographical location at community colleges would mean greater opportunities for significantly more students. For adult learners who own a home, are raising families, and have jobs, taking classes at a local college is often the only viable option.

A recent cover story in *USA Today* (September 30, 1997) was devoted to the difficulty experienced by American companies in relocating or transferring employees from one geographic area of the country to another. The reason? Workers are unwilling to uproot their families in order to make the switch. If people are not likely to leave their communities for their employer, they are much less likely to leave to complete a degree at a university.

Community colleges are—and should be—closely connected to the local business community. Community colleges can be more responsive than universities to changes in the local economy, population shifts, and social and political issues. This unique partnership between community colleges and businesses can give students and employers what they are asking learning institutions to provide: a well-trained, educated workforce.

It is an economic reality that education and income are inextricably linked. As pointed out in *Breaking the Social Contract*, a report issued by the Commission on National Investment in Higher Education, "As service-related jobs have come to dominate the workplace, the college degree—or at least some form of postsecondary education and training—has replaced the high school diploma as the entry card into rewarding employment... Unless the nation makes a concerted effort to raise the level of education and skill of these Americans, the wage disparity between the rich and the poor will become so large that it will threaten both America's social stability and its core democratic values. Widespread access to higher education is therefore critical to economic health and social welfare of the nation."

The Southern Regional Education Board's *Fact Book Bulletin* states: "From 1983 to 1994 occupations requiring college degrees were the fastest growing part of the economy. The projections for 1994 to 2005 are that this trend will continue. Of the 191 occupations projected to have above average growth rates, 34 percent require a four-year college degree or higher."

This issue of access is important for the vast majority of the population. An educated middle class is a necessity in our democratic society. Those with access to higher education have as much at stake in this debate as those without access. Research shows that lack of education is a strong predictor for many of our society's major social problems, including crime, welfare dependency, and unemployment. Further, as we move into the 21st century and baby boomers begin to retire, a smaller American workforce is expected to compete in the international marketplace. From this perspective, higher education needs to be more generally disbursed among the populace to maintain a competitive standard of living and protect democracy and freedom.

This article raises the issue of the role for community colleges in the 21st century. It is not intended to be a definitive work on the subject. It is a call for discussion, debate, and serious study of the ever-changing community college movement. It is a statement of a point of view that the role should include the authority to award the baccalaureate degree as a means of addressing the national crises of demand, access and cost in higher education. ■

The writer would like to hear from other community college presidents and trustees interested in offering baccalaureate degrees, and would like to form a consortium to share information and strategies. He may be contacted at 941-489-9211, or P.O. Box 60210, Fort Myers, FL 33906, or e-mail: kwalker@edison.edu. *This article also appeared in the* Community College Times, *November 5, 1997.*

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February

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Nebraska Community College Association Annual Meeting and Legislative Seminar
Lincoln, NE

5
ACCT-TACC Videoconference in association with STARLINK® "Policy Issues Surrounding Distance Learning"

8-9
Community College League of California Annual Legislative Conference and Trustee Orientation
Sacramento, CA

8-9
North Carolina Association of Community College Trustees Law Seminar
Research Triangle Park, NC

8-10
Trustees Association of Community and Technical Colleges of Washington State Winter Conference
Olympia, WA

8-11
ACE Annual Meeting
San Francisco, CA

21-24
Community College National Legislative Seminar Washington, DC

28-March 3
Community College Futures Assembly
Orlando, Florida

April

6-7
Pennsylvania Commission for Community Colleges
Harrisburg, PA

17-18
Wisconsin Technical College District Boards Association Spring Meeting/Legislative Seminar
Green Lake, WI

18-21
AGB Annual Conference
Nashville, TN

25-28
AACC Annual Convention
Miami Beach, FL

30-May 2
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Pasco, WA

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Liaison for Community Colleges
U.S. Department of Education
"National Trends, Issues, and Future Directions: A Perspective from the U.S. Department of Education"

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School of Education of New York University
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